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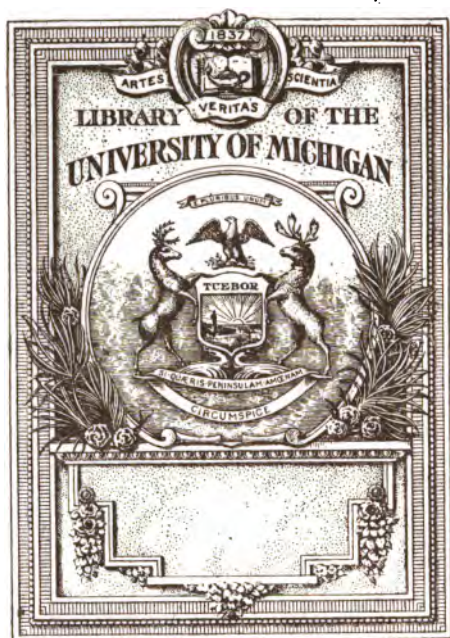
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REPORTS
OF THE
DEPARTMENT OF LABOR

1917

REPORT OF THE SECRETARY OF LABOR
AND
REPORTS OF BUREAUS



WASHINGTON
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1918

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REPORT
OF THE
SECRETARY OF LABOR

FIFTH ANNUAL REPORT
OF THE
SECRETARY OF LABOR

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D. C., November 10, 1917.

To the PRESIDENT:

The volume and importance of this Department's work in aid of war measures make it desirable if not indeed necessary to extend my fifth annual report beyond the close of the fiscal year to which it primarily relates and as nearly as possible down to the date of its submission to Congress.

Immediately after the severance of diplomatic relations between our Government and that of Germany, February 3, 1917, this Department proceeded to adapt all its appropriate facilities to war service; and when on April 6, 1917, the issue of war was formally joined between the two countries, its organization had been so far adapted to this work as to enable it to assist other branches of the Government, and contractors under them, with growing efficiency and effect. Some of the functions so utilized are distributed among the bureaus for execution by them under the Secretary's direction and supervision. Others are lodged in the Office of the Secretary.

Among the bureau activities in connection with war work are those of the Bureau of Labor Statistics, which has been gathering facts regarding war experiences abroad. The Bureau of Immigration, besides adapting its regular functions to unusual administrative activities caused by war conditions, assists in the internment of enemy aliens in the country unlawfully, but not technically prisoners of war; and through that bureau's Division of Information the Secretary has extended the U. S. Employment Service of the Department to deal with war necessities on the industrial side. The Children's Bureau has undertaken to conserve during the war those standards of life and labor affecting children and mothers which had been established before the war, and to promote after-war protection for both. The Bureau of Naturalization, in addition to extra work imposed by an unprecedented number of applications for

naturalization induced by war conditions, has given attention to securing naturalization rights for unnaturalized declarants who enter the military service of the country. The official reports of these bureaus, herewith transmitted, describe their respective activities in full. Their work is outlined farther on in this report.

Through the Office of the Secretary the industrial relations of workmen to the war have been administered by means of the U. S. Employment Service under the general powers of the Department to conserve the interests of wage earners,¹ and by means of the Division of Conciliation under the specific power of the Secretary to act as mediator in labor disputes.²

¹ Act of Congress of Mar. 4, 1913, entitled "An act to create a Department of Labor," sec. 1.

² *Id.*, sec. 8.

OFFICE OF THE SECRETARY.

MEDIATION IN LABOR DISPUTES UNDER WAR CONDITIONS.

The number of labor disputes calling for Government mediation increased suddenly and enormously with the beginning of the war. A majority of the employers and employees involved in industrial controversies evinced a keen desire to secure the good offices of the Department of Labor through its conciliators, and to take advantage of the machinery created under that section of the organic law of the Department, the purpose of which in this field of its activities has been the fostering of industrial peace on a basis of industrial justice. During the four years the Division of Conciliation has been in existence the foundation has been laid to aid materially in the quick adjustment of such disputes. It had been demonstrated that the intervention of an impartial third party in the person of a conciliator approved by the Department invariably has expedited the settlement of a dispute which had culminated in a strike or a lockout. In a large number of instances the conciliators have been able not only to bring about agreement in cases of existing differences—often arising from misunderstandings—but to avert the threatened strike altogether.

The anxiety of the Government, particularly at this time, for a full production from mine, mill, and factory in order that the war progress of the United States and our allies might be unhampered caused the commissioners of conciliation to strain every effort to secure satisfactory adjustments in all labor controversies, with the special purpose of preventing wherever possible any stoppage of work and consequent loss to the country in output and to the workers in wages. Vastly increased production has been thus facilitated. It is often the case that employers refuse to deal with committees representing their own employees; but even in these instances there never is a refusal to meet and discuss the merits of the dispute with the conciliators of the Department. The opportunity thus afforded each side to learn the real position taken by the other soon bears fruit. This knowledge, or glance over their respective fences, usually enables the conciliators, by tactfully impressing the mutuality of interest and such equity as exists in their respective claims, to reconcile the differences.

The success which has attended the Department's representatives in the great majority of disputes has been most gratifying. In many

instances through the efforts of the Department strikes which would have involved thousands of workers engaged in great operations were quietly averted and industrial peace maintained. All this was accomplished without publicity and the consequent excitement which invariably attends industrial disturbances when heralded in the press. Great plants thus secured uninterrupted production for stated periods—some of the agreements running for a year and others for the period of the war.

Requests for conciliators have come to the Department from governmental agencies as well as from unofficial employers and employees. These applications increased fourfold in an amazingly brief period following the declaration of war. The encouraging element developed in almost all these controversies was the sincere desire evidenced on all sides not to proceed to such extremes as would result in an embarrassment to the Government. The Department's representatives fostered this spirit to the utmost, and thus were able to render vital services at a critical time.

The excellent work of the conciliators in this respect has stimulated requests for the good offices of the Department in constantly increasing numbers. It is not unusual to receive separate appeals from the employers and employees of the same plant or industry, nor is it at all uncommon for the Department to receive a joint request to assign a representative to settle the dispute. Many of these difficulties, a considerable number of which already had developed into strikes while others were "impending," caused the deepest concern to the Government and to the country at large. The efforts of the Department—always directed toward the adjustment of disputes without stoppage of work—thus increased in necessity, value, and importance. The experience gained by the Department's conciliators in all kinds of trade disputes during the preceding four years proved of inestimable usefulness at this juncture which was not foreseen but the test of which the machinery of the Department fully and successfully met.

Just at this moment, however, a few weeks after war had been declared, it became necessary to curtail the force of conciliators on account of an insufficient appropriation. As a consequence the Department was compelled reluctantly to dispense with the services of most of them the latter part of May. A few which it was possible to retain were charged with as many of the existing and subsequent disputes as each could handle; and even with this depleted force many controversies of first magnitude were adjusted successfully and amicably. Nevertheless a period of over a month ensued in which the Department's hands were partially tied through lack of funds. This continued until the beginning of the fiscal year, July 1, when the new appropriation became available.

In September Congress, recognizing the importance of the mediation service and the growing demands made upon it, appropriated and made available for the present year an additional \$100,000.

The Department and its commissioners of conciliation have rendered every assistance possible and cooperated to the fullest extent in the adjustment of controversies affecting all matters brought to its attention by the Department of War, the Department of the Navy, the Council of National Defense, the Shipping Board, and the War Industries Board, as well as by all other commissions which have been created for the conduct of the war. In every instance the sole purpose and policy of the Department has been to secure the results desired, namely, the settlement of all controversies in order that industrial peace may reign—a condition most beneficial in times of peace, but of vital importance in time of war.

In the hundreds of cases handled by the Division of Conciliation visible success does not always crown the efforts at adjustment. But even in such cases the value of the Department has been made clear to all concerned, largely by the removal of misapprehensions—hitherto held in certain quarters—regarding the influence and the neutrality of the Department in labor matters. It has been the policy of the Department of Labor not to endeavor to impose its viewpoint upon either the worker or the management in any dispute that may arise, but rather to find some basis mutually acceptable even though it may not be mutually satisfactory. In other words, the work of mediation is not a judicial work; it is not a judicial function; it is not to hear both sides and then determine the rights and wrongs of the situation, or to pass judgment and then enforce its decision. The work is diplomatic rather than judicial, and it is in that spirit the problems of conciliation in labor controversies are approached.

In line with this purpose the conciliators often are able to remove the barriers which prevent employers and employees meeting on common ground, and thus the way is paved for more friendly relations and a broader grasp of their respective rights. The fact is brought home that there is another side, and even in the absence of immediate success the seed has been sown which bears fruit in some modification of working conditions or a greater consideration for the human rights of employees and a better understanding of problems which harass employers.

Labor has discovered that it has a standing in the Government machinery of its country whenever its demands are based on its industrial and constitutional rights. Employers, on the other hand, have found in the Department a defender against unreasonable exaction.

It would be impossible to estimate in money value what the services of the Department has saved to the country at large since the declaration of war with Germany.

The tremendous aggregate of the contracts for foodstuffs, clothing, material, and general equipment for the Army and Navy in connection with further contracts for the construction of buildings for its military and naval branches let by the Government during the past year as well as the necessary erection of additional buildings for the transaction of official business by other Federal departments—these, together with the problems presented by the transportation of coal, ore, lumber, and many forms of raw material, required the employment of a vast army of skilled and nonskilled labor. The necessities of the Government were imperative that all supplies should be provided speedily and that the construction work incident to the public needs at this period should be expedited. With Government activities in the construction of ships and with the unprecedented demand upon productive agencies for the materials needed in the work, it became of vital importance that the Division of Conciliation exert special efforts to adjust all controversies that might hinder or retard the Government. In a majority of the cases presented for mediation a fine spirit of cooperation was evinced by both employers and employees. Notwithstanding the limited force of conciliators available, the experience gained in their previous handling of negotiations as representatives of the Department proved of immense utility to the plans of the General Government.

The magnitude of the conciliation work from the beginning of the war to the date of this report is shown succinctly in the following table:

Period.	Workmen affected.	
	Directly.	Indirectly.
Apr. 6 to June 30, 1917.....	228, 123	178, 376
July 1 to Oct. 25, 1917.....	343, 906	202, 578
Total for war period, Apr. 6 to Oct. 25, 1917.....	572, 029	380, 954

Out of a great number of instances attesting the accuracy of above statements the following are cited as especially conspicuous examples of the successful results achieved by the Department in the important and critical work which, in addition to its usual activities, has fallen to the share of the Department as a consequence of the war.

Central Pennsylvania coal fields.—The threatened strike of the Central Pennsylvania coal miners is a typical instance. In this settlement by the Department of Labor of the difficulties between the operators and miners of central Pennsylvania bituminous coal dis-

trict No. 2 a stoppage of operations which would have amounted to a positive calamity was averted. This district comprises one of the largest—if not the largest—bituminous coal deposits in the country, with mining operations in 15 counties in Pennsylvania. Upwards of 75,000 workmen were employed in the operation of the mines in this territory. A cessation of work would have proved disastrous to many forms of industry, including a number whose output is vital to the successful prosecution of the war. Failing to come to an agreement with the operators, the miners determined to stop work on May 15. With a view to preventing this serious industrial contingency the Secretary of Labor requested the representatives of the operators and miners to come to Washington for a conference on May 15. Both sides complied with the request, and the conference continued in session for two days. On May 12 a tentative agreement was submitted by the Secretary of Labor to representatives of both operators and miners. In accordance with the terms of his proposal the mines were to continue in operation pending final ratification of the agreement by the miners' convention at Dubois, Pa., on May 23. Meanwhile the representatives of the miners telegraphed their local organizations throughout the central Pennsylvania district to continue at work. In the hope of convincing the delegates of the importance of approving the agreement which their representatives had tentatively adopted at the Washington conference, the Secretary of Labor was invited to attend the convention at Dubois. This convention was made up of representatives from all of the coal-mining operations of this great bituminous field. It is one of the territories upon which the industries of New England, New Jersey, and Pennsylvania mainly depend for fuel to conduct their operations. A shutdown of one day would have meant millions of dollars of loss to the industries of the country and consequent loss in the production of material so necessary in the preparation for national defense. On May 24 the convention ratified the tentative agreement adopted by the representatives of the operators and the miners at the Washington conference. It is not too much to say that as a consequence of this adjustment the wheels of industry were kept rolling in a vast percentage of the country's eastern plants.

Alabama coal miners.—If this strike had matured on the day set the loss in the production of coal, coke, and iron and steel products of Alabama would have amounted to not less than four to five millions of dollars per week and the consequent suspension of work on many important Government contracts, leading to all sorts of delays and confusion in the program of preparation for the Nation's part in the world war. Twenty-five thousand mine workers were involved.

The situation became so grave on account of the unwillingness of the employers to meet with a representative committee of their em-

ployees that the miners issued their order to strike on Monday, August 20, and had made all preparations to do so when the Secretary of Labor tendered his personal services to mediate the questions at issue and asked that the strike order be temporarily withdrawn as per request contained in the following telegram which was transmitted to Mr. G. B. McCormack, president of the Alabama Coal Operators' Association, and to Mr. J. R. Kennamer, president of District No. 20, United Mine Workers of America :

I am advised that the Alabama miners have made certain demands upon the coal operators which the latter are unwilling to grant; that as a result the miners have declared a strike to take effect next Monday morning, August 20. The uninterrupted production of the Alabama coal and iron district is of great importance in the preparations for the national defense. Democracy and freedom are at stake in the winning of the present war. A foreign autocrat has wantonly destroyed the lives of our people while engaged in their usual and legitimate vocations at sea. He has sought to turn friendly nations against us in order that our Nation might be dismembered and our great western and southwestern country placed under the jurisdiction and control of alien governments. He has sought to rule over us by ordering what we should and should not do to the minutest detail. The German Government must not be permitted to carry these designs into execution. Our first duty as patriotic American citizens, having the future welfare and freedom of our people at heart, is so to compose our personal and industrial difficulties as to enable us to use the highest efficiency of our man power for the national defense. Every pound of coal and iron that can be produced is necessary for the preparation for the contest. Every impediment that is placed in the way of their production gives aid and comfort to the enemy. Even a temporary or partial stoppage of work would be extremely injurious. With a view to finding some method of adjustment that will be mutually acceptable and thereby prevent a stoppage of work, I would be pleased to have the Alabama coal operators meet me in conference in Birmingham, Ala., Thursday, August 24, at 2 p. m. to discuss the entire situation. * * * If Thursday is not a suitable date for conference, please wire me what date would be suitable.

W. B. WILSON,
Secretary of Labor.

The response to this appeal was prompt, and although the official order calling off the strike—pending the arrival of the Secretary—was not received until Friday night or early Saturday, 90 per cent of the miners reported for work on Monday morning, most of the others having failed to receive the word. The Secretary proceeded to Alabama, where he was joined by Commissioner Hywel Davies.

After several days of separate conferences with each side at Birmingham an agreement was reached which was accepted tentatively by the operators and representatives of the miners.

Work has continued since. This case furnishes a fair example of the momentous industrial questions which continually confront this Department of the Government at the present critical time.

Leadville miners.—The controversy between the miners and operators in the Leadville district of Colorado was brought to the atten-

tion of the Department by Senator Shafroth, who, acting also for the rest of the Colorado congressional delegation, transmitted a telegram from Mr. Charles H. Moyer, president of the International Union of Mine, Mill, and Smelter Workers, requesting Government mediation. Judge G. W. Musser and Mr. Verner Z. Reed were assigned to act jointly as commissioners of conciliation representing the Department of Labor.

This controversy arose over a demand by the miners for an increase in wages of \$1 per day, the contention of the miners being that because of the war and the resultant era of high prices an increase in wages was imperative. July 14 had been designated as the day on which the strike would occur. In conference with the operators it was ascertained that they would not meet with the miners in conference, nor would they in any possible way recognize the union. The conciliators consulted with the miners and prevailed upon them to postpone the day set for the strike to July 21. Every effort was made during the following week to bring about some kind of an adjustment, but without avail, and on the 21st the men went out on strike.

Through the efforts of the conciliators, however, the strikers finally modified their demands and agreed to accept a wage increase of 50 cents per day in lieu of the previous demand for \$1. On August 2, after nearly two weeks of strike, an adjustment was secured on a basis suggested by the conciliators, and the men returned to work.

Teamsters in New York City produce trade.—In a telegram transmitted from the White House to the Department on May 17, 1917, attention was drawn to the serious situation in the fruit and produce trade in the city of New York and vicinity, where 600 teamsters had gone on strike, affecting the activities of 1,500 others and cutting off 90 per cent of the perishable foodstuffs entering that city. The telegram, emanating from the Fruit and Produce Trade Association, invoked the good offices of the Government to adjust the controversy, and pursuant to this request the Department commissioned Mr. John A. Moffitt to make an effort to effect a settlement of the dispute. the dispute.

Mr. Moffitt proceeded to New York on May 18 and after a hurried investigation of the situation sought and was granted an interview with the representatives of the teamsters, who were prevailed upon to direct an immediate resumption of work.

A conference was then had with the Fruit and Produce Trade Association, with a representative of the Pennsylvania Railroad Co. present, the latter stating that unless there was an immediate removal of the numerous tons of perishable products from their piers and terminals an embargo would be placed by his company upon the further carrying of such products. This announcement made a deep impression on those present apparently because it was understood

that should the railroad company put such an order into effect nine-tenths of the fruit and produce coming into New York would be cut off, thereby causing not only suffering by the consuming public but a great monetary loss to those engaged in the fruit and produce business. It was pointed out by the Department's representative that inasmuch as he had succeeded in having the teamsters return to work the proposed embargo should be withheld. He further suggested that a meeting of all parties concerned in the controversy be held at which a mutually satisfactory set of working agreements could be entered into whereby a board of adjustment to which all future grievances would be referred for settlement could be established, and also that there should be no suspension of work by the teamsters nor lockouts by the employers. This suggestion was agreed to unanimously and arrangements were made for such a meeting on the 24th day of May.

In the meantime the Department's representative drafted a tentative set of agreements which he presented to the conferees. After being read they were accepted in the whole. These agreements provided against further strikes and lockouts and secured to those engaged in the fruit and produce trade what is hoped to be a lasting peace and uninterrupted distribution of these products to the consuming public.

Wheeling Steel & Iron Co.—In a communication from the Secretary of Commerce, dated April 11, 1917, the Department of Labor was advised of a labor dispute at the plant of the Wheeling Steel & Iron Co., Wheeling, W. Va., and as the production of tin plate is very essential to the Government in time of war a fear was entertained that a strike of any duration would curtail the output of this product. Acting upon the request for the Department to use its good offices to terminate this dispute speedily, Messrs. W. R. Fairley and Hywel Davies were detailed as commissioners of conciliation.

Upon their arrival at the company's plant an investigation developed the fact that approximately 1,200 men were involved, and the questions in dispute included complete recognition of the union and adoption of the wage scale in effect in all mills where the Amalgamated Association of Iron, Steel, and Tin Workers had been recognized.

After separate meetings with the disputants a joint meeting was arranged and all the points at issue fully discussed.

The desire of the Government for a speedy adjustment of the dispute was made known to both factions, with an explanation by the conciliators that a full production of tin plate was essential to the interests of the Government during the war period.

The managers of the plant stated that the dispute was causing a loss of production of approximately 2,000,000 tin cans per day, or

about 5,000 boxes of tin plate. The conference was continued, and upon reconvening a settlement was agreed to whereby the company conceded recognition of the union and the scale paid in mills where the Amalgamated Association was recognized.

Kansas City street car strike.—On August 11, 1917, the Department was apprised by the Citizens' Investigating Committee, of Kansas City, Mo., of a strike of street car employees in that city. It was reported that the peaceful conditions which had prevailed at the beginning of the trouble had been interrupted by a conflict between strike breakers and citizens who had expressed sympathy for the strikers. Mr. Fred L. Feick was assigned by the Department as commissioner of conciliation. Investigation disclosed the fact that 2,500 men had gone out on strike in support of demands for recognition of their union and for better working conditions. Up to the time of the arrival of the conciliator in the city all efforts of the company and officials of the union to reach an agreement had been without avail. Negotiations were opened immediately by Mr. Feick, and numerous conferences were held. An agreement satisfactory to both sides was reached speedily, and the strike was declared off. Letters from the mayor and other prominent citizens of Kansas City hearty in praise of the efficient and effective work performed by the conciliator were received by the Department.

Nevada Consolidated Copper Co.—This dispute was brought to the attention of the Department by Mr. W. T. Loftis, chairman of Tungsten Lodge, No. 678, Brotherhood of Railway Trainmen, Ely, Nev., who claimed that because of a violation of the eight-hour law by the company a strike was threatened. Commissioner of Conciliation W. H. Rodgers was detailed to proceed to Ely and use the good offices of the Department in an effort to bring about an adjustment. About 3,000 men were affected directly and indirectly in the controversy. Upon the arrival of Mr. Rodgers at the scene of the trouble it seemed advisable that he work in conjunction with Attorney General Thatcher, representing Gov. Boyle, and the State labor commissioner, as these gentlemen had made previous efforts to bring about an adjustment. The point at issue was found to be the nonobservance by the company of a State statute which requires that eight hours shall constitute a day's work in open-pit copper mines.

This particular company's attitude toward compliance with this law is explained by the fact that the validity of the statute was in question, the matter being before the courts for decision at the time. The element of wages did not enter into the controversy. After a number of conferences had been held a letter signed by Mr. Rodgers and Mr. Thatcher was addressed to the company requesting that, inasmuch as the men had voted in favor of the eight-hour day and

the State law decreed that eight hours shall constitute a day's work, the company should grant the eight-hour day and bring the controversy to a close. The answer of the company's officials to this letter was to the effect that they would recommend immediately to the home office at New York the granting of the eight-hour day to their employees. As this was the only point at issue, the danger of a strike was averted.

Lumber workers of the Menominee River district.—Information was received at the Department on August 8, 1917, that a strike of the lumbermen on the Menominee River involving about 600 employees had occurred. Mediation of the dispute was requested by the American Federation of Labor, whose president, Mr. Samuel Gompers, had been appealed to, in his capacity as a member of the advisory commission to the Council of National Defense, to bring about an adjustment. The claim had been made that these mills were working on Government orders, and that the stoppage of production would work to the detriment of the Government. Mr. James V. Cunningham was assigned as commissioner of conciliation. Mr. Cunningham proceeded to Marinette, Wis., and got in touch with the situation. It was ascertained that on July 31 the men had gone out on strike in support of their demand for an increase in wages of 25 cents per day. Up to the time of the arrival of the conciliator no negotiations had been held between the contending parties, and a deadlock appeared to exist. Conferences were held with the striking employees and with Mr. R. M. Andrews, representing the State council of defense, who had been endeavoring to bring about an adjustment. Many of the strikers had secured employment at other work, and several had left for other points before the conciliator made his appearance. A meeting was finally held at which, besides the conciliator, Mr. Andrews, of the State council of defense, and Mr. C. A. Goodman, representing the Sawyer-Goodman Co.—which was involved in the strike—were present. A proposed agreement in which was embodied an arbitration clause was submitted by Mr. Cunningham and eventually agreed upon, the strikers having previously consented to such a proposition.

Raincoat makers in New York and vicinity.—On or about September 8, 1917, owing to a sudden change in the War Department's plans, contracts for Army ponchos were canceled and negotiations with manufacturers were begun for the substitution of Army slickers instead. Various changes were made in the specifications of the latter garment as compared with slickers previously ordered. Contention immediately arose between employers and employees as to the rate of wages for the making of the new garment, and a stoppage of work resulted, which has been differently described as a strike or a lockout. Both parties appealed to the Department of

Labor, and on September 14 Commissioner of Conciliation Rowland B. Mahany was assigned by the Department to effect a settlement if possible. Thirteen firms were involved, employing in this special Government work about 2,000 employees—in exact figures, 1,985. The prevailing rate of wages at the time of the lockout-strike was 30 cents for “operators” and “cementers.” The men demanded 35 cents for operators and 40 cents for cementers on the new garment. Their claim was based not only on changes in the specifications but on the sudden and unprecedented rise in the price of necessities of living since the original contracts had been let. The manufacturers, on the other hand, pointed to a like increase in the price of many articles entering into the manufacture of the slicker and also to the bedrock figures at which the contracts had been accepted, with no thought of or provision for such increase of wages as the men demanded. The amount of money involved, immediate and prospective, aggregated approximately \$800,000. Pending a settlement of the dispute the operations of the New York Waterproof Garment Manufacturers’ Association as regards this important war necessity were at a standstill.

The commissioner of conciliation instituted almost continuous conferences with both sides, and, from September 24 to October 15, personally negotiated settlements—nine in all—with the following firms: Plottel Raincoat Co., 125 employees; Manchester Waterproof Coat Co., 150 employees; Pines Rubber Co., Brooklyn, 165 employees; Yorkshire Manufacturing Co., 75 employees; Newark Rubber Co., 180 employees; Phoenix Auto and Raincoat Co., 125 employees; Hanauer & Rosenthal, 140 employees; Lazarus Raincoat Co., 500 employees; Harry Goodman Co., 100 employees.

These settlements confirmed a provisional settlement made by the union on September 10 with the Louis J. Fried firm, 70 employees, and automatically brought about a settlement on October 11 with the Peerless Co., 140 employees.

All these adjustments were made on the basis of a full concession to the union’s demands, the manufacturers, without exception, yielding to the Department’s appeal for the expedition of war work and acquiescing in the Department’s judgment that the employees, under then existing conditions, were entitled to the increase of wages they asked. Both sides showed the highest consideration for each other and for the recommendations of the Department of Labor. The union and the employers’ association each expressed the most cordial thanks and appreciation for the Department’s efforts.

Kansas City packing houses.—The Department was notified by telegraph on September 8, 1917, of a general strike in the packing houses of Kansas City, Kans., the controversy involving in all nearly 16,000 employees, 3,000 of whom were on strike at that time. Mr.

Patrick Gill was detailed as conciliator in the case and proceeded promptly to the seat of the trouble. The firms affected by the strike were Armour & Co., Cudahy & Co., Swift & Co., Morris & Co., Wilson & Co., and the Thomas Ruddy Packing Co. The points at issue were found to be demands by the strikers for increases in wages, better hours, and the right to organize. The conciliator was able to secure conferences with the contending parties, and, the demands of the strikers not being exorbitant, an agreement was soon reached in which the employees secured an average wage increase of about 2½ cents per hour and a right to organize. Separate agreements were effected with each of the plants on strike. But four days elapsed from the time Mr. Gill was instructed to proceed to Kansas City until he reported an adjustment with all of the plants involved. The speedy settlement of a controversy of this magnitude, affecting the Nation's food supply in time of war, is a conspicuous instance of the work accomplished by the Department's Division of Conciliation.

Remington Arms metal polishers.—On July 20, 1917, a committee from the Metal Trades Department of the American Federation of Labor called at the Department in reference to a strike of 700 metal polishers at the plant of the Remington Arms Co. at Bridgeport, Conn. By this walkout of employees, affecting indirectly the 13,800 employees of this great munitions plant, a serious situation involving the prompt delivery of bayonets and rifles to the United States Government and allied forces was disclosed. Gen. Robert M. McWade was assigned by the Department to act as conciliator and was instructed to use all efforts to bring about a speedy adjustment. Gen. McWade proceeded promptly to Bridgeport and met both sides in a number of conferences. The grievances of the strikers were ascertained to be the alleged importation of strike breakers; preference given to nonunion polishers; employment of women to replace the male employees and at a lower salary than the men were receiving; and poor working conditions. A joint conference was arranged by the conciliator at which the president, vice president, and general manager of the company and representatives of the strikers and of the Metal Polishers' Union were present. At this meeting, upon the request of Gen. McWade, an agreement satisfactory to both sides was prepared and signed and the strike promptly declared off. The efforts of the Department in effecting this adjustment were very much appreciated by both parties concerned. This settlement was one of great importance, the plant being one of the largest producers of munitions in the United States. A prolongation of the strike probably would have resulted in the ultimate closing down of the other departments of the plant, with resultant loss in equipment sorely needed by the Government.

New York, New Haven & Hartford Railroad mechanical force.—On May 28, 1917, the Department received a telegram signed jointly by C. L. Bardo, general manager of the N. Y., N. H. & H. R. R., and John J. Dowd, representing the mechanical employees of that railroad, requesting the good offices of the Department in connection with a controversy which had arisen between the company and its mechanical force. John B. Colpoys was assigned to act as conciliator. He proceeded to New Haven and arranged a conference between the contending parties. The mechanical force, approximating 5,000 in number, demanded an increase in wages of 5 cents per hour. The company had offered an increase of $1\frac{1}{2}$ cents per hour. This had been peremptorily refused by the men. On May 31 the employees voted to call a strike unless their demands were granted. The conciliator strongly urged a compromise as the solution of the strike. After numerous conferences the company finally agreed to compromise and the matter was then presented to the employees for ratification. A meeting was called to consider the compromise proposition, which was accepted by vote, and the strike thus averted. This important settlement affected one of the great trunk lines connecting New England with the Middle Atlantic States. It is also the main artery to the munition centers of Connecticut, Rhode Island, and Massachusetts. A strike would have resulted in serious interruption of the war program of the Government.

Girard (Ohio) puddlers.—In the early part of June, 1917, the puddlers formed a local union of the Amalgamated Association of Iron, Steel and Tin Workers. The company—A. M. Byers Co., of Girard, Ohio—took umbrage at the idea of union organization and forthwith discharged numerous employees who had joined. Two hundred puddlers immediately struck to enforce their right to organize and to secure the reinstatement of their discharged members. An appeal was made to the Department for its good offices. Thirteen hundred other men were idle as the result of the strike.

Commissioner of Conciliation John B. Colpoys was assigned to deal with the controversy. He proceeded to Pittsburgh, where he held conferences with the international president and the international secretary of the Amalgamated Association and likewise with the vice president and the general manager of the A. M. Byers Co., the office of the company being located in that city. Mr. Colpoys succeeded in bringing these gentlemen together in a conference, together with another director of the company and the Federal mediator.

No agreement could be reached. The general manager of the company and Mr. Colpoys then went to Youngstown, Ohio, where a second conference with representatives of the union was held. A

tentative agreement was drawn up along acceptable lines. On June 14 the conciliator proceeded to Girard, Ohio, and the men in a mass meeting accepted the agreement unanimously.

The A. M. Byers Co. posted the following notice:

NOTICE TO EMPLOYEES.

The A. M. Byers Co. will resume operations at its plant at Girard, Ohio, on June 15, all of its employees of date of June 1, to return to their former employment, without discrimination, within one week.

The concern has no objection to any of its employees joining any labor organization.

The concern will in the future as they have in the past be ready and willing to take up questions affecting the conditions of employment with a committee of its own workpeople.

This settlement strengthened peaceful conditions in the Mahoning Valley and undoubtedly prevented serious industrial and commercial losses in that region.

Carpenters and building-trades men, New York City.—A controversy which assumed alarming proportions, involving the carpenters and other building-trades men of the metropolis, developed in New York City. A strike of this character, including, as it would, innumerable firms engaged largely in the production of war material for the United States Government, would have been a calamity of far-reaching importance. Several efforts had been made by the Navy Department to effect a settlement between the contending parties, but with little result. That department was vitally interested in the controversy because of the many shipyards and similar industries which would be the first to feel the effect of a cessation of operations. The Department of Labor was appealed to, and its good offices requested in an effort to end the controversy. On August 8 Mr. John A. Moffitt was detailed as commissioner. It was found that fully 42,000 men were affected directly. Their demands were for an eight-hour day, recognition of the union, and an increase in wages. On August 10 a tentative agreement was drawn up by the conciliator, providing for the employment of union labor and establishing a standard wage and workday. This agreement was presented to both sides, and, being pronounced satisfactory, the signatures of the leaders of the contending parties were affixed, bringing the controversy to a close.

Memphis retail clerks.—On June 28, 1917, the Department was informed by Mr. H. J. Conway, secretary-treasurer of the Retail Clerks' International Protective Association, of a strike of the retail clerks in the city of Memphis, Tenn., and requested the good offices of the Department in an effort to bring about an adjustment. Charles Bendheim was assigned as the Department's representative. Upon his arrival at Memphis Mr. Bendheim found nearly 3,000 clerks involved in the controversy, affecting 70 mercantile houses. The

trouble had arisen over the refusal of the merchants to renew an agreement which had been in effect for some time with Local Union No. 151, Retail Clerks' International Protective Association. The discharge of a few members of the union had precipitated a strike, and pickets had been placed before certain places of business and announcements made that the proprietors thereof were unfair to organized labor. Considerable bitterness had developed, owing to the arrest of several of the pickets. Mr. Bendheim conferred with both sides to the controversy to become acquainted with the circumstances in the case. He then arranged a joint conference, participated in by committees from the strikers and from the Memphis Associated Retailers. After considerable discussion both sides accepted an agreement which contained the following provisions: A minimum wage of \$6 per week; a maximum of 57 hours per week for women and 60 hours for men; closed all day Sundays; holidays without deductions from pay; all employees on strike to be reemployed within 60 days; and no discrimination to be made against members of the union. This agreement being satisfactory to both sides, the strike was declared off. Many letters of appreciation of the Department's successful mediation in this case are on file.

American Locomotive Co.—Vice President C. K. Lassiter, of the American Locomotive Co., complained to the Council of National Defense that the Blacksmiths' Union had violated an agreement with that company by ordering the blacksmiths to cease work at the Schenectady and Dunkirk plants of the company, thereby holding up delivery of locomotives under construction for the Russian Government. The matter was referred to the Department of Labor for adjustment by Hon. Daniel Willard, chairman of the advisory committee of the Council of National Defense. On May 4, 1917, Mr. William Blackman was assigned to act as commissioner of conciliation.

The strikers claimed that they had given the 30 days' notice, as required by their contract. In reply to the accusation of violated agreement the countercharge was made by the men that the company refused to meet them in conference, a right which had been embodied in their contract. This contention was met by the statement that it was against the policy of the company to meet employees while they were on strike. A demand for a new contract was made by the blacksmiths, including an eight-hour proviso and a liberal increase in wages. After conferences with both sides the suggestion was made by Mr. Blackman that the strikers go back to work pending a possible agreement. This advice was accepted by the men, and on May 7 they returned to work. A committee of employees then met with the management and on May 10 reported back to the men a proposition submitted by the company. This was rejected unani-

mously, and on May 11 the strike was renewed. Finally, after numerous conferences had been held, a satisfactory adjustment was reached whereby the company granted an increase in wages of 11 per cent. This dispute covered three of the American Locomotive Co.'s plants, namely, those at Schenectady, N. Y.; Dunkirk, N. Y.; and Paterson, N. J. While the same increased rates were given all of the employees, yet there were separate contracts drawn up which differed somewhat to meet local conditions. The number of men directly affected in this controversy numbered 585, while 7,800 were affected indirectly.

Mechanical department of the Boston & Maine Railroad.—One of the most momentous labor difficulties of the whole year occurred on August 27, when 3,800 employees comprising the various crafts in the Boston & Maine Railroad's mechanical department filed a final demand on the management of the road for a flat increase of 8 cents an hour in the wages of all the crafts. Prior to this action a strike vote had been taken throughout the federation of mechanical crafts on the Boston & Maine system, and 96 per cent of the membership of the allied unions had voted to strike if the minimum demand for 8 cents an hour increase was not granted.

The reason for their action, as explained by the men, was that at a previous settlement with the road they had accepted a nominal increase on the distinct understanding that at the ensuing agreement long-deferred adjustments of wages would be taken up and settled on their merits, regardless of the basis on which preceding agreements, for various reasons, had been reached. One of these considerations had been the financial situation of the road, which for some time had been and now is in the hands of a receiver.

The great public importance of the controversy, aside from the serious interruption of an immense ordinary traffic, lay in the fact that the Boston & Maine Railroad constituted at the time one of the principal—if not the principal—transportation agencies for the movement of New England troops; and on its lines was situated one of the largest of the War Department's cantonments.

When matters came to a head both sides simultaneously telegraphed requesting the good offices of the Department. Mr. Rowland B. Mahany was assigned at once as commissioner of conciliation to deal with the situation. He arrived in Boston on the 28th and immediately held conferences with each side, as a result of which a joint conference was arranged for 10 o'clock the following morning, Wednesday, August 29.

From further investigations on the 28th it became increasingly evident to the conciliator that the demands of the men in this instance were not a "bargaining proposition," but a definite statement, of exactly what they wanted and with less than which they would

not be satisfied. The high cost of living also operated as a factor in the situation.

The conference met on the 29th, but without accomplishing any favorable result. There seemed no possibility of an agreement. The officials of the company took the position that the finances of the road precluded the granting of any increase whatever, and the men on the other hand thought it wise to insist on their demands. The strike hour had been set for 10 a. m. August 30, but at the urgent appeal of the Federal conciliator the conference was continued over into the following day. Through his suggestion, also, telegrams were sent by the men's committee postponing the strike hour from 10 a. m. Thursday to 2 p. m. Friday, pending a possible favorable outcome of the continuing negotiations.

At 8.30 Thursday morning, August 30, the conciliator called on Mr. Pollock and advised him to "throw upon the board an offer of 4 cents increase an hour." Mr. Mahany assured him that if this was done the Department of Labor would get behind the offer with all the influence of the Federal Government. This was the psychological moment for the road, but Mr. Pollock refused. It transpired later that, reluctantly but patriotically, the leaders of the men would have accepted this compromise prior to the strike, but that they were powerless to consider any such proposal after the strike had taken place.

At the conference next day Mr. Hustis, former president and now receiver of the Boston & Maine Railroad, appeared and proposed that, as the road was operating under a Federal receivership, the whole matter should be submitted to the Federal court, which would convene on September 11. To this suggestion the Department's representative gave unqualified approval, but the men's committee answered that they had no authority to postpone the strike beyond 2 o'clock Friday, August 31. The officials of the road thereupon offered as an ultimatum a flat increase of 2 cents an hour. The committee replied that the mere submission of this offer would not only insure a strike, but their own removal from office as well.

At 11.30 a. m. August 31 the officials of the road called up Hon. Henry B. Endicott, chairman of the Massachusetts committee of public safety, who in turn communicated with the Federal conciliator. On Mr. Mahany's suggestion and invitation Mr. Endicott came down to the Quincy House, where a meeting was arranged for him with the committee of the employees. But it was too late. The committee told him they were helpless in face of the determined stand taken by their membership.

At 2 p. m. that day the most complete walkout in the history of New England took place. At many points of the system not a single employee remained in the shops.

Forthwith and for the following eight days telegrams were flying to and from Washington. Judge Morton, of the Federal court, returned and sent for the men's committee. A fruitless interview was the result. The United States attorney, Mr. Anderson, became active. The Attorney General, the Secretary of War, the Council of National Defense, Gov. McCall, of Massachusetts, and the President of the United States all took the keenest interest in this gravely important situation.

At this point Mr. Mahany, after consultation with the governor of Massachusetts, called up the Secretary of Labor on the long-distance telephone and suggested the advisability of enlisting the services of Mr. Endicott in cooperation with those of the Department of Labor. The commissioner was directed to use his own judgment in this as in all other developments of the controversy. Thereupon Mr. Endicott was invited by Mr. Mahany to cooperate with the Department in the ensuing negotiations.

After almost continuous daily conferences, at which were present the officials and legal counsel of the road, the committee of the men, the Massachusetts committee of public safety, and the Federal conciliator, Mr. Mahany made a motion at the meeting held on September 8 that Mr. Endicott be chosen arbitrator of the dispute. This was carried, and in the course of an hour Mr. Endicott rendered his decision giving the men an immediate increase of 5 cents an hour and decreeing that the other 3 cents of their demand should be the subject of further and speedy arbitration.

Thus through the management of the Department of Labor, which marshaled all useful influences to the solution of this vexed problem, the strike was declared off on September 8, before a single interest of the Government had been impeded.

Gloucester and Boston fishermen.—On April 12, 1917, the Department's attention was directed by Secretary Redfield, of the Department of Commerce, to a strike of the fishermen of Gloucester and Boston, Mass., which was assuming threatening proportions, and promised, if not brought to a speedy termination, to affect seriously the production of ground fish in the American fisheries of the Atlantic coast. David W. Benjamin was detailed as commissioner of conciliation.

About 3,000 men were involved in the strike when the conciliator arrived upon the scene. It was ascertained that the employers did not wish to treat with the union representatives, but were willing to make some concessions in order to bring about peace in the industry. Upon investigation it was found that the strikers had presented certain demands, among which may be mentioned the following:

That the New England Coast Fishermen's Union go on record as being opposed to the paying of any part of cleaning or repairing vessels; tarring and hanging of seines; tow bills, unless on a fishing trip; purchase price of foghorns;

that they are willing to pay one-half the cost of oils used for running the engines when the vessels are "on the halves;" that they are willing to pay the difference between the cost of fresh and salt meats; and that the owners furnish all fishing gear on trawl fishing vessels; and that the 10 per cent charge for use of lines be entirely eliminated.

After many conferences had been held with both parties and the conciliator had appealed for an adjustment on the ground of patriotism, urging that there be no further curtailment of the country's supply of fish, a compromise agreement was reached by which the strikers all returned to work. It was stated specifically that the agreement reached should be for the duration of the war only, after which time a new arrangement will be made.

The continuance of this strike would have affected seriously the food supply of New England.

Newport News Ship Building & Dry Dock Co.—Mediation in this case was requested by the International Association of Machinists, which reported that the company had refused their demands for an eight-hour day and increase in wages. The good offices of the Department were requested, with the view to obviate, if possible, a cessation of work of the utmost importance to the United States Government, this company being an extensive factor in the naval construction of the country. Dr. Frederick G. Davis and Mr. John A. Moffitt were assigned to the case as conciliators. It was found that 521 men were affected directly by the dispute, which if not settled might affect in time the entire personnel of the company, numbering 7,800. The demands were for an increase in wages and the establishment of a minimum rate for toolmakers, machinists, specialists, and helpers. At the suggestion of Dr. Davis a joint conference was arranged between the general manager of the company and the union organizers. At this meeting an increase in wages was offered to the men, totaling \$750,000 per annum, and the eight-hour day was conceded. These concessions were satisfactory to the boilermakers and blacksmiths, but were rejected by the machinists, who demanded a minimum rate of 58 cents for toolmakers; 55 cents for machinists; 45 cents for specialists; and 28 cents for helpers. This request not being met, the machinists went out on strike on May 30, 1917.

On June 2 the striking machinists held a meeting at which were present, besides the conciliators, Mr. Fred Hewitt, editor of the *Machinists' Journal*. At this time the men voted to return to work provided the general manager of the company would give their committee the assurance in regard to adjustments, etc., that had been conveyed to them by Mr. Hewitt and the representatives of the Department of Labor. The men selected committees to obtain data required, and returned to work pending their report 30 days later. Returning to Norfolk on July 25, as directed, the conciliator con-

ferred with the general manager of the company and with Mr. Hewitt, representing the machinists. Further concessions made by the company at this meeting were submitted to the machinists and found satisfactory.

Shipbuilding strikes, Portland, Oreg.—A series of strikes occurred in the shipyards of Portland, Oreg., and vicinity during the summer of 1917, brought about mainly by demands for increases in wages and for closed-shop conditions. Mr. G. Y. Harry, who was familiar with local conditions, was detailed by the Department to use its good offices in securing an adjustment of the troubles. Mr. Harry reported, upon investigation, that 9,000 men were involved in the strikes directly, while nearly double that number were affected indirectly or threatened to become entangled in the general situation. The urgent need of the United States and the allied Governments for ships, due to war conditions and the enemy submarine operations, made the strikes a very serious matter and their settlement of paramount importance. The situation proved to be intricate, involving the questions of union recognition, shop conditions, wage increases, and the refusal of the men to work on what was termed "unfair lumber," that is, lumber cut by nonunion labor or by men working in excess of eight hours per day. The "unfair lumber" question proved to be the stumbling block in the negotiations, the lumber industry having settled down to a stubborn fight between the unions and the operators for mastery. Innumerable conferences were arranged by the conciliator, at which the questions involved were discussed in all their phases and determined efforts made to find a solution of the problems. The many complications involved greatly increased the difficulties of bringing about an adjustment. The services of Mr. Harry were very valuable to the Government in this controversy, inasmuch as his efforts confined the disputes to those already in existence and clarified the situation to the extent that the Wage Adjustment Board, afterwards appointed by President Wilson, was able to bring about an adjustment which permitted the resumption of operations.

Controversies at Brunswick, Ga.—A series of controversies having arisen at Brunswick, Ga., involving the Brunswick Marine Construction Co., the Carpenter-Watkins Ship Building Co., and the Yaryan Rosin & Turpentine Co., the Department was requested, through Mr. J. F. Anderson, of the International Association of Machinists, to endeavor to bring about an adjustment by conciliation. In August, 1917, Mr. J. W. Bridwell was assigned to the case by the Department. Upon his arrival at Brunswick Mr. Bridwell found that a strike was on at the plant of the Yaryan Rosin & Turpentine Co. in which about 300 men were involved. At the other two plants the employees were still at work, but were threatening to go out unless their demands were complied with. The Brunswick Marine Construction Co. em-

ployed about 600 hands, while about 100 were employed by the Carpenter-Watkins Co. It was ascertained that if an agreement could be secured with the Brunswick Co. the trouble at the Carpenter-Watkins Co. would adjust itself. For this reason the conciliator concentrated his efforts upon the first named company. Having arranged a joint conference between the employers and employees, an agreement was drawn up which embodied the following concessions: Wages to remain as at present until the contracts for the construction of vessels now being built are completed, which will be in January, 1918, after which wages will be paid based on the average wage paid in the cities of Wilmington, N. C., Savannah, Ga., and Jacksonville and Tampa, Fla. It was stipulated that the plant would be run on the open-shop basis. This agreement was accepted by the men, and the danger of a strike at the two plants was averted. The strike at the Yaryan Rosin & Turpentine Co. was brought to a close by a compromise agreement which called for the reinstatement of all the men on strike, a 9-hour day instead of the 10 hours previously worked, the same pay for helpers for a 9-hour day as they had received for 10 hours, and an hourly rate of 50 cents for all mechanics, this being an increase of 5 cents above the rate formerly paid. The settlement of this strike removed the last controversy existing in Brunswick, and industrial peace was restored to the city.

Longshoremen at Newport News, Norfolk, and Hampton Roads.—On September 4, 1917, the Furness-Withy Co., Limited, requested the services of a Government mediator in connection with a serious controversy between the longshoremen and the shipping companies at the ports of Newport News, Hampton Roads, and Norfolk, Va. Messrs. Charles Bendheim and James L. Hughes were assigned to represent the Department jointly in the capacity of conciliators. It was found that about 4,500 men were directly involved in the controversy, while many thousands were affected indirectly. The Government was vitally interested in this case because of the fact that many of these longshoremen were engaged in loading and unloading United States transports and vessels engaged exclusively in the business of war. Many vessels of our allies also load and unload at the great naval port of Newport News. After a number of conferences with the men affected the conciliators were able to get a postponement of one month from September 10 before final action would be taken. This additional time was given that the conciliators might have time to get in touch with the proper authorities and endeavor to work out an agreement. On October 4 negotiations were resumed, and after numerous conferences an agreement satisfactory to all parties was reached. Two separate agreements were drawn up and signed, one between the International Longshoremen's Association and the employers, Newport News, Va., and the other between the Transporta-

tion Workers' Association, Incorporated, of Virginia, and the employers. The basis of agreement was an advance in wages of 31 per cent and improved working conditions. These agreements, which were signed by all concerned, averted a strike that would have affected seriously the United States transport service and the shipping interests of the allies.

Mathis Yacht Building Co.—A strike involving approximately 200 carpenters, joiners, and calkers occurred at the plant of the Mathis Yacht Building Co., Camden, N. J. This company was under contract to build 15 submarine chasers for the United States Government, and an early adjustment of the controversy, therefore, was desired. Messrs. E. E. Greenawalt and J. L. Hughes were detailed as conciliators. The demands of the men included an increase in wages from 42½ to 53½ cents per hour on an eight-hour basis, time and one-half for all overtime (excepting Saturday afternoons, Sundays, and holidays, for which double time was asked), and that all carpenters should carry brotherhood cards. After interviewing both parties to the dispute a conference was arranged at which a friendly spirit was developed and an agreement signed embodying all of the demands of the strikers. The strike was then promptly declared off, and the men returned to work.

Lumbermen of Arizona.—The Department received notice of a controversy between the Saginaw & Manistee Lumber Co. and its employees at its plants in Arizona. It was thought that mediation by the Department might bring about an adjustment. Mr. John McBride, who at the time (September, 1917) was endeavoring to bring about peace in the copper fields of Arizona, was detached temporarily from that assignment and directed to act as conciliator in the lumbermen's controversy. Mr. McBride found that between 600 and 700 men were involved in the dispute. The strike originated with the lumbermen, and this had led eventually to the closing down of the mills of the company. The principal lumber camps were found to be at Flagstaff, Ariz., and at this place the conciliator investigated conditions. The demands of the strikers included the following provisions: A nine-hour day, time to be computed from the minute of leaving camp until the minute of arrival back, with the same wages as before; better sanitary conditions; pay in full until they are able to return to work for all men hurt by accident; abolishment of the black list; the right of the business agent of the union to ride to and from the camps on the company trains; the same wages for all men working at the same class of work, regardless of nationality. The company had been given until September 1, 1917, to comply with these demands. On that date, therefore, the strike took place, the demands of the men having been ignored. Four days later a committee of the strikers met with the management, but could get no conces-

sions, the company stating that they would not grant any demands that would add to the cost of production. Mr. McBride held several conferences with the managers and suggested some concessions that might be made, but without avail, he being informed that the company would not change its attitude. An investigation of general conditions in the camps was made by the conciliator. In some camps the sanitary conditions were found to be bad. An epidemic of typhoid fever, causing the death of 2 men and placing about 30 in the hospital, was traced to these conditions. It was found also that, while 10 hours was supposed to constitute a day's work, in reality 12 hours was often consumed from the time of leaving camp until the return thereto. Wages of the men amounted to about \$3.25 per day, they having received but one increase (10 per cent) in six years. Most of the strikers found employment at other work, as the surrounding ranches and farms were offering \$3.50 per day for men, and but few men remain idle in the vicinity.

Freight handlers, Chicago, Ill.—A controversy involving the freight handlers in the railroad terminals of Chicago was reported to the Department on June 21, 1917, by James M. Lynch, president of the Brotherhood of Freight Handlers. The dispute was one of considerable magnitude and included employees of the following railroads: Baltimore & Ohio; Chicago & Great Western; Chicago, Rock Island & Pacific; Michigan Central; Illinois Central; Chicago, Indianapolis & Louisville; Chicago, Milwaukee & St. Paul; and the Chicago, Burlington & Quincy. On June 22 the Department assigned Mark L. Crawford to represent the Department as commissioner of conciliation. Investigation by Mr. Crawford disclosed the fact that the Chicago Brotherhood of Freight Handlers had a membership of 2,600, and of this number 650 would be involved immediately in the threatened strike; that eventually the entire membership would be drawn into the controversy. The only demands made by the men were for an increase in wages. A 20 per cent advance had been demanded for the monthly men and 30 per cent for the hourly men. Notices were posted by the different railroads of an increase in wages of various amounts, but the organization was not satisfied with these various scales. They desired a uniform rate and a minimum scale. In conference with the chairman of the General Managers' Association it was suggested that the conciliator see the different superintendents. This suggestion was acted upon, with the result that the conciliator found the railroad representatives all favorable to a minimum scale of wages and anxious to come to an agreement. Finally a uniform agreement, to be known as "Scale Q," was decided upon, and danger of a strike was averted.

Railway clerks on the Maine Central Railroad.—On August 2, 1917, Gen. Robert M. McWade, commissioner of conciliation, announced

an amicable settlement of a controversy between the Maine Central Railroad and its force of railway clerks. By the terms of the adjustment many important advantages were gained for the employees, while the company secured the benefits of contented and peaceful conditions, so far as this particular branch of employment is concerned. First of all, male and female employees were equally rated. Both received a flat increase of 40 cents a day, while ratings for new clerks were established at \$2 a day for the first six months and \$2.35 a day at the expiration of that period. Moreover, the wages were placed on a daily basis—not a monthly salary, as heretofore. In addition to these concessions, all clerks are entitled henceforth to two Saturday half holidays each month.

These provisions were incorporated in a new schedule agreement, which embodied rules and regulations for the government of clerks in the employ of the Maine Central Railroad Co. and the Portland terminal. This schedule insures a clear understanding of the agreement by both parties.

Twelve hundred clerks were involved directly, but many thousands of other employees would have been affected had a strike taken place.

New York, New Haven & Hartford railway clerks.—On May 7, 1917, a general strike of the railway clerks on the New York, New Haven & Hartford Railroad system threatened. A joint request signed by Mr. C. L. Bardo, general manager of the railroad, and Mr. James J. Forrester, grand president of the Brotherhood of Railway Clerks, was forwarded to the Department of Labor, with a request for its good offices. Gen. Robert M. McWade and Mr. Joseph S. Myers were detailed as commissioners of conciliation to bring about a settlement if possible. They at once entered into conferences with the respective parties, and after negotiations extending over 11 days they succeeded, on May 18, 1917, in effecting an adjustment on the basis of an 8 per cent increase in the monthly salaries of 2,700 employees and a 10 per cent increase for 260 of the lower paid clerks. In addition to these concessions they obtained for the whole number mentioned two Saturday half holidays in each month; the restoration of vacation period with pay of one to two weeks (according to length of service), which vacations recently had been arbitrarily abolished; the recognition by the corporation of its clerical employees on its docks and piers, and, by special understanding, those in the dock offices of New York as also coming under this agreement. Furthermore, the adjustment included a complete recognition of the union or order of Railway Clerks. At the conclusion of negotiations President Pearson, of the railroad system, President Forrester, of the clerks' union, and Chairman Stearns, of the clerks' executive committee, all united in hearty appreciation of the Department's successful efforts in this important controversy. Two thousand nine

hundred and sixty clerks directly and many thousand others indirectly were affected by this settlement.

Kansas City, Mexico & Orient Railroad shopmen.—A strike of machinists, boiler makers, blacksmiths, sheet-metal workers, and car men of the Kansas City, Mexico & Orient Railroad was brought to the attention of the Department on September 7, 1917, by William H. Johnston, president of the International Association of Machinists. Mr. Johnston requested the good offices of the Department relative to a possible settlement of the controversy. On September 8 Mr. Oscar F. Nelson was assigned to act as conciliator. About 750 men were found to be affected by the strike. The demands of the men were for an increase in wages of 6 cents per hour for mechanics and 2½ cents for apprentices and for the reinstatement in a body of the men on strike. Investigation by Mr. Nelson showed that negotiations had been carried on between the company and its metal-crafts men since May, 1917, culminating in a strike on September 5. Conferences were held at Wichita, Kans., and at the general offices of the company at Kansas City, Mo. The officials of the road pleaded that the company was not financially able to meet the demands of the men, the road being at the time in the hands of a receiver. After repeated conferences, however, the conciliator received from the officials of the company a compromise proposition which was acceptable to the union committee. On September 14 the representatives of the strikers called at the office of the company, and an agreement was signed, witnessed by Mr. Nelson. The new agreement called for an increase in wages of 6 cents per hour in Kansas, 5 cents in Oklahoma, and 3 cents in Texas, these rates being on a basis of the wages paid by competing lines. Both the union committee and the officials of the company expressed their hearty appreciation of the Department's services in connection with the settlement.

Shopmen of the International & Great Northern Railway Co.—Assistant General Manager S. E. Burkhead, of the International & Great Northern Railway Co., wrote the Department on June 1, 1917, relative to its authority to mediate in labor disputes. A controversy seemed impending on that railroad between the shop employees and the management, and it was stated that the good offices of the Department might be invoked at a later date. On June 26 the company again communicated with the Department and requested its assistance in arriving at a satisfactory agreement. Joseph S. Myers was detailed by the Department to act in a mediatory capacity. Mr. Myers immediately proceeded to Houston, Tex., where about 1,200 men were found to be affected by the controversy. The employees had demanded, besides an eight-hour day, a wage increase of 10 cents per hour for all shop employees. The reply of the company to these

demands offered a wage increase of 5 cents per hour and an eight-hour day in the car and locomotive shops, the other employees to remain on a nine-hour basis. These concessions by the company were refused by the men. After innumerable conferences had been held and the matter discussed in all of its phases, a satisfactory agreement was reached and the threatened strike was averted. The offer accepted by the employees included a wage increase of 5 cents per hour to the blacksmiths, boiler makers, coppersmiths, and machinists, and also the metal-craft apprentices after their third and fourth years of service; $4\frac{1}{2}$ cents for car men, with $3\frac{1}{2}$ cents for their helpers; also corresponding increases for all other employees. The hours of service were to remain as formerly until the end of the war, when the company will again take this matter up for final decision. The wage advance allowed by the company forms an aggregate of \$140,000 per annum, this railroad paying higher wages to shop employees than any other in that section of the country. At the conclusion of the negotiations both the officials of the company and the committee representing the men commended the work of the Department, declaring that it was only through its efforts that a strike had been averted.

Monon Railroad blacksmiths.—A controversy arose on the Monon Railroad (Chicago, Indianapolis & Louisville) brought about by the discharge of a boiler maker in the shops at Lafayette, Ind. Mr. Benjamin M. Squires was assigned as conciliator June 1, 1917. The conciliator learned that a strike vote had been taken by the men as a retaliatory measure and authorization received for a strike of all the shopmen employed by the railroad. About 500 employees were affected. A conference was arranged for July 2, at which the reason for the dismissal of the boiler maker was discussed. It was asserted by the company that the man had been discharged for insubordination and absence from his work without permission. Evidence was produced to show that illness was the real cause of his absence. This evidence being satisfactory to the company, the discharged employee was reinstated with full pay for the time lost, and the threatened strike was averted.

Pennsylvania Railroad engine-house force.—Mr. James L. Hughes was assigned as conciliator in a controversy between the Pennsylvania Railroad and the engine-house force of the Schuylkill division. The questions involved were an increase in wages and the reinstatement of a discharged committee. The trouble had come about in June, 1917, through a demand by a committee of the men for an increase in wages and a threat to strike unless their demands were complied with. The employees went out on strike on June 7. Mr. Hughes arranged for a joint conference to be held at Pottsville, Pa., on June 27, at which the matters in dispute were taken up and the company agreed to con-

sider carefully the original demands of the men. Pending a settlement of the wage question the strikers all returned to work.

Big Four Railroad machinists.—The International Association of Machinists, through its president, William H. Johnson, notified the Department on September 22, 1917, of a controversy existing between the Big Four Railroad (C., C., C. & St. L.) and its machinists and requested the good offices of the Department in an effort to adjust the trouble. Mr. A. L. Faulkner was detailed as conciliator on September 24. The controversy was one of considerable magnitude, including many of the car shops of the company throughout Illinois, Indiana, and Ohio. Investigation disclosed the fact that 520 men were directly involved in the dispute, while 2,500 additional were affected indirectly. A demand for an increase in wages was the sole cause of the controversy. On January 1, 1917, the company had voluntarily raised the wages of its machinists to the extent of 4 cents per hour, making the rate 38½ cents in Ohio and Indiana and 40½ cents in Illinois. The controversy had been precipitated by a demand by the employees for a uniform rate of 50 cents per hour in all the shops of the company. A strike vote had been taken, and authority to take such action had been granted by the international association. At this juncture the representatives of the union requested Government mediation. Mr. Faulkner proceeded to Indianapolis and held a conference with the superintendent and assistant superintendent of motive power. At this meeting the conciliator was informed that the company had decided to establish a uniform rate of 45 cents per hour for all of the machinists in its employ, this rate to be retroactive to September 1. At the same time a statement was issued by the company declaring that it was then paying 2½ cents per hour more than the hourly rate of wage paid by 28 competing and intersecting railroads in their territory; also that the company had granted a greater advance since January 1, 1917, than had been made by any other railroad in the United States. The voluntary increase to 45 cents per hour destroyed much of the incentive which prompted the proposed strike, as the employees could not hope to add more than 2 or 3 cents per hour even if successful in a strike. The danger of a cessation of work, therefore, was averted.

Michigan Central Railroad machinists.—The machinists of the Michigan Central Railroad had been engaged in a controversy with the management relative to wages, working conditions, etc., for some time, and the matter began to assume a threatening aspect when, on July 13, 1917, the good offices of the Department were requested by Mr. J. F. Anderson, vice president of the International Association of Machinists. Mr. Anderson claimed that the company was violating the agreement which had been signed with the machinists. The matter of hiring women to take the places of male employees was

also set forth as a grievance. Messrs. James A. Smyth and Fred L. Feick were assigned as the Department's representatives in the controversy. The conciliators proceeded to Jackson, Mich., at which place the trouble was the most acute at the time. About 1,050 men were affected at Jackson, but it was ascertained that if an agreement were not soon effected at that place the trouble might spread and take in all the shops of the company. The demands of the machinists included an increase in wages, better working conditions, and the signing of a new agreement. After obtaining information from committees of the machinists the conciliators went to Detroit and there met the general manager of the railroad in conference. Finally an agreement was reached which, upon being presented to the machinists, proved satisfactory. The question also of the employment of women was settled to the satisfaction of the men. The new agreement with the machinists called for a wage increase of $5\frac{1}{2}$ cents per hour and, being ratified by the men, was adopted, thus averting all danger of a strike. At a mass meeting at Jackson, Mich., of the men affected a vote of thanks was extended to the Department of Labor and to the two conciliators representing the department.

Machinists' controversy, Buffalo, N. Y.—A request for mediation by the Department in a serious controversy between the machinists and their employers at Buffalo, N. Y., was made by Mr. B. H. Heimerle, business agent of the International Association of Machinists, district No. 12, Buffalo, N. Y., on August 30, 1917. This dispute became acute about September 11, on which date a request was received from Mr. Heimerle for the assignment of a conciliator to the case. Mr. James Purcell was detailed to use the good offices of the Department in an effort to adjust the matter. Upon his arrival at Buffalo Mr. Purcell found that nearly 15,000 machinists were involved in the controversy. A prolongation of the dispute might have thrown fully 100,000 people out of employment. The conciliator attended a mass meeting of the men and advised them to elect a committee from the different shops to present their demands. It had been voted to go on strike on Saturday, September 29. On the evening of the 28th a meeting was held and reports received which indicated that 10 of the shops had conceded the demands of the employees, while 5 shops had asked for conferences for the following week. This condition brought about a postponement of the strike until a later date. It was disclosed that in a few cases where committees had been elected and had called upon the managers the discharge of the committee had followed. Mr. Purcell called upon the managers in these cases and persuaded them to reconsider their action. Finally an advance in wages was announced, ranging from 17 to $17\frac{1}{2}$ per cent. Considering the fact that some employees other than machinists were benefited by this increase in wages, the total number benefited reached fully 20,000

men. The advance in wages proposed by the managers was acceptable to the men and the danger of a strike was averted.

James McKay Co., chain manufacturers.—The plant of this company is located at McKees Rocks, a suburb of Pittsburgh, Pa. On July 5, 1917, the Department was notified by the president of the company that a controversy had arisen which threatened to curtail greatly the product of the company, which consisted largely of chains. These chains were in great demand by the United States Government for war purposes. The company was also producing body and cap fuses for shells for the British Government. Mr. Hywel Davies was detailed as conciliator. It was found that the employees had made a demand for an increase in wages of 20 per cent, to take effect July 1. On the 29th of June the company conceded this request, but stated that, inasmuch as all the other chain shops in the United States had had the same demands made upon them at that time, whatever the final settlement was with the other shops the McKay Co. would abide by this final settlement. This appeared to satisfy the employees at the time, but shortly afterwards they notified the management that they would not go to work until all the other shops had accepted the agreement. Mr. Davies proceeded to Pittsburgh and got in touch with the situation. In conference with the management a proposition was worked out whereby temporary arrangements were made to pay the men a straight advance of 20 per cent on old coil grades of chain and 10 per cent on better grades, with an additional 10 per cent bonus payable every pay day to men who work full time. This arrangement was to continue until it became known what the result of the general demand upon the chain companies was to be, the McKay Co. to pay the same as the other companies when that became known. This proposition being ratified by the men, the strike was declared off and production was resumed.

Hammersmiths and blacksmiths at Cape Ann Anchor Works, Gloucester, Mass.—At the Cape Ann Anchor Works, one of the oldest anchor-forging firms in the United States, a strike occurred in the middle of August, and Gen. Robert M. McWade was assigned by the Department of Labor as commissioner of conciliation on August 28, 1917. The entire personnel of the plant was involved in the controversy. As the output of this establishment is furnished to many of the greatest seagoing craft in the world, the dispute attained some special importance. Gen. McWade arrived in Gloucester on August 25, 1917, and after three days of negotiations with both parties succeeded in effecting an entirely amicable settlement on August 28. By the terms of the adjustment the men received a flat 20 per cent increase in wages. Fifty-seven expert employees were involved, some of whom had been continuously in the employ of the corporation for

over 30 years. Both sides expressed cordial appreciation of the Department's efforts in bringing about a satisfactory settlement.

Freeport Sulphur Co.—The Department of Justice, having received notice early in June, 1917, of an impending controversy between the Freeport Sulphur Co. and certain of its employees at Freeport, Tex., promptly conveyed the information to the Department of Labor with the request that it use its good offices. The importance of this dispute lay in the fact that sulphur is needed in large quantities in the production of munitions of war. It was intimated that the Du Pont Co. depended on Freeport for 95 per cent of its crude sulphur, and that any interruption to this supply would be a serious matter. Joseph S. Myers was detailed by the Department to investigate the matter. Inquiry by Mr. Myers, however, developed the fact that his services were not required at that time, and he withdrew from the case. Subsequently the Department was apprised by the American Federation of Labor of a renewal of the controversy. Mr. Myers not being available for the assignment at this time, the Department detailed James J. Barrett to look into the matter. Mr. Barrett reported that the trouble had arisen over a demand for recognition of the union by the employees. Wages had been increased recently and were satisfactory to the men. About 200 men were involved in the controversy for recognition of the union. The conciliator held a conference with the management and ascertained that the company had no objection to union men working in its plant and was willing to hire union men at any time there was an opening for them. This statement by the company cleared the situation, and, upon its being brought to the attention of the employees by the conciliator, the smoldering resentment vanished and a much better feeling was engendered.

Kennecott Copper Co., Kennecott, Alaska.—On the 30th of June, 1917, a telegram was received at the Department from the miners' committee of the Kennecott Copper Co., of Kennecott, Alaska, relative to a strike pending at the mines of that company. The strikers requested that arrangements be made by the Department whereby their dispute might be submitted to arbitration, or, that failing, the Government to take over the management of the company, in order to insure a full production of copper for the Government and a living wage for the employees. Realizing that considerable time must be consumed before a conciliator could get to the scene of the strike, the Department requested the miners to return to work pending the arrival of its representative. This they readily consented to do. A new difficulty then arose from the fact that the company refused to take back the strikers except as individuals. Such was the situation on July 18, when Mr. Charles T. Connell was assigned

to the case as conciliator. Upon his arrival at Kennecott Mr. Connell found that about 700 men were affected by the strike. The demands of the miners were for a flat rate of \$5.75 per day in lieu of the bonus system then maintained by the company and for an improvement in their working conditions. The company had offered an increase averaging about 50 cents per day over the former scale, and the president of the company had guaranteed personally that the sum of \$35,000 would be spent for the improvement of the bunk houses and for better bathing facilities. A joint conference was arranged, at which the conciliator presided, and matters were freely discussed. Later Mr. Connell was invited to speak to the strikers at a great mass meeting, and on this occasion the position of the company and the result of the conferences was explained in detail. The needs of the Government relative to the production of copper were set forth and the men strongly advised to settle their differences with the company as speedily as possible, in order that full production might be resumed. The matter of returning to work was freely discussed by the strikers; and being submitted to a vote, the strike was declared off. The settlement of this strike had a very favorable effect upon the general labor situation in Alaska.

South Penn Oil Co.—The Pennsylvania department of labor and industry called the Department's attention to a strike of oil workers of the South Penn Oil Co., at McDonald, Pa., and requested the cooperation of the department in an effort to bring about an adjustment. On August 29, 1917, Mr. Clifton Reeves was detailed on the case as commissioner of conciliation. Mr. Reeves proceeded to McDonald and Pittsburgh, Pa., where he found that the strike had been precipitated by the discharge of the committee which had presented certain demands upon the company. These demands included a 20 per cent advance in wages; abolishment of the bonus system of extra pay, and the substitution thereof of the flat increase; and payment of wages semimonthly instead of monthly. In reply to these demands the company offered a flat increase in wages of 10 per cent instead of the monthly bonus of the same amount, conceded the semimonthly payment of wages, and offered to pay the strikers for all the time they had lost, including the monthly bonus—amounting in all to about \$60 per man—if they would return to work by August 1. This proposition was declined by the strikers. In company with the State mediators Mr. Reeves again conferred with the management, with the result that some additional concessions were secured, all of which, at the conciliator's request, were put into writing. This statement was read to the men at a meeting on August 31, and the men voted to return to work if the company would reinstate all the strikers except the five who had been discharged originally. The company agreed to do this, and the strike was declared off. The importance

of this settlement lay in the fact that a continuation of the strike for an extended period probably would have led to an extension of the trouble into the oil fields of Ohio, West Virginia, and western Pennsylvania.

Packing houses, Omaha, Nebr.—A strike involving nearly 11,000 employees was brought to the attention of the department on September 7, 1917, by Mr. T. P. Reynolds, president of the Nebraska State Federation of Labor, who requested that a conciliator be sent to the scene of the controversy, at Omaha, Nebr. Fred L. Feick was assigned by the department to act as conciliator in the case. Mr. Feick proceeded promptly to Omaha and consulted with both sides to the controversy. At a mass meeting of the strikers the conciliator addressed the crowd, making a patriotic appeal to the wage earners and advising them to accept a compromise agreement and return to work, in order that the Government might not be embarrassed through any interruption to its preparation of food supplies for its own use and that of its allies. This appeal to their patriotism had an immediate effect on the strikers, a fact which speaks volumes for the patriotism and loyalty of these employees. At subsequent conferences with the conciliator an agreement was quickly arranged and the strikers voted to return to work, thus bringing to a speedy close a strike of large proportions and importance. Many letters of commendation have been received by the Department relative to the effective and patriotic services rendered by the Department's representative in this strike.

Controversies in the State of Washington.—On July 20, 1917, serious street car strikes at Seattle and Tacoma, Wash., were reported to the Department. Messrs. Henry M. White and Edgar C. Snyder were detailed as commissioners of conciliation and immediately got in touch with the management of the company and representatives of the employees. This controversy had a detrimental effect on the general industrial situation in the State of Washington. The controlling interest in the company involved was held by Boston capitalists. After several days of negotiations a satisfactory adjustment of the controversy was secured. Hon. A. J. Peters, of Boston, upon the request of the Department, used his good offices with the interests in Massachusetts concerned and rendered the commissioners of conciliation invaluable assistance in securing the final settlement.

Commissioners White and Snyder, who were also detailed on the lumbering and shipyard controversies, were successful in adjusting the strikes in the Sloan and Olympia shipyards at Olympia, Wash. In the other cases assigned to them they secured partial adjustments and finally arranged for representatives of shipyard workers to come to Washington for conferences with officials of the Shipping Board. The conference at Washington resulted in the Wage Adjustment Commission, selected by President Wilson and the Shipping Board,

visiting the yards in Washington for the purpose of arranging wages and hours of labor for shipyard employees on a basis which would result in uninterrupted work on the ships under construction.

SUMMARY.

Since war was declared, on April 6, 1917, and up to October 25, 1917, the Department of Labor had assigned commissioners of conciliation in 521 new cases made up of 281 strikes, 212 disputes that threatened a suspension of work, and 28 lockouts. It has been successful in satisfactorily adjusting 322 of these; has been unable to adjust 43; has at the present moment 105 cases pending, a comparatively small number of which have reached the strike stage; and in 51 cases its commissioners found on their arrival that the matters in dispute had been settled or that the plant was in operation and the former employees had secured work elsewhere.

The number of employees directly affected in the labor disputes settled by the Department's conciliators or pending and in process of adjustment since the declaration of war—April 6, to October 25, 1917—total 572,029, while approximately 380,954 were affected indirectly.

TABULATION.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1917, to Oct. 25, 1917.

[The tabulated statement of conciliation activities from Apr. 6, the date of the declaration of war, to June 30, the end of the fiscal year, will be found in the report for the fiscal year, on p. 60.]

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Wireless operators, San Francisco	R. B. Mahany	20	107	Pending.
Doubleday-Page and New York Post	do	280	Do.	Do.
California Ship Building Co., Long Beach	C. T. Connell	332	367	Do.
Western Union Telegraph Co., Boston	R. B. Mahany, J. A. Smyth.	10	(1)	In abeyance.
Shipbuilding industry, New York City and vicinity (52 firms involved).	R. B. Mahany, Wm. Blackman, J. L. Hughes.	20,000	.....	18 adjusted; 34 pending.
Insurance agents, Prudential Life Insurance Co., New York, Philadelphia and vicinity.	R. B. Mahany	52	1,800	Pending.
Pacific Coast Light & Power Co. and electrical workers, Los Angeles.	C. T. Connell	110	200	(2)
Alva Carpet Mills, Philadelphia	R. M. McWade	98	120	Pending.
Equinox Mill, Anderson, S. C.	J. B. Colpoys	334	375	Do.
Gluck Mill, Anderson, S. C.	do	237	265	Do.
Brogan Mill, Anderson, S. C.	do	378	Do.	Do.
Thos. A. Edison Phonograph Co., West Orange, N. J.	R. M. McWade, J. B. Colpoys, J. A. Smyth.	108	6,000	Do.
Atha Tool Co., Newark, N. J.	do	200	.....	Do.
Massillon Sheet & Tin Plate Co., Massillon, Ohio.	F. G. Davis	288	.....	(3)
Missouri Pacific R. R. Co. and maintenance-of-way employees, St. Louis.	J. S. Myers, O. F. Nelson.	8,000	.....	Unable to adjust.
Machinists, Pittsburgh, Pa.	Clifton Reeves	10,000	.....	Adjusted.
Railway clerks and baggage men, Washington Terminal Co., Washington, D. C.	R. B. Mahany	43	.....	Pending.
Shoe manufacturers and unions, Lynn, Mass.	D. W. Benjamin	9,000	.....	(4)
Die sinkers, Dodge Bros., Detroit, Mich.	H. Davies, A. L. Faulkner.	83	.....	(4)

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Mechanical employees, Boston & Albany R. R. Co., Boston and vicinity.	R. B. Mahany.....	478	.....	Pending.
Coal miners, southeastern Kentucky and eastern Tennessee.	H. Davies, F. G. Davis.	17,000	.....	Adjusted.
Boston & Albany R. R. Co., maintenance-of-way employees, Boston.	R. B. Mahany.....	1,700	.....	Do.
Machinists, S. L. Moore Co., Elizabeth, N. J.	.....do.....	125	100	Pending.
Clerks, Pere Marquette R. R.	R. M. McWade.....	1,700	.....	Adjusted.
Car department employees, Missouri, Oklahoma & Gulf R. R. Co., Muskogee, Okla.	J. S. Myers.....	80	400	Do.
Textile workers, 12 mills, Chattanooga, Tenn.	R. M. McWade.....	4,000	.....	Pending.
Alberger Pump & Condenser Co. and machinists, Newburgh, N. Y.	Wm. Blackman.....	215	300	Adjusted.
Dahlstrom Metallic Door Co., Jamestown, N. Y.	.....do.....	350	.....	Unable to adjust.
Machinists, Newton Machine Tool Works and other machine shops, Philadelphia.	E. E. Greenawalt, J. L. Hughes.	1,000	300	Do.
Shipyards, Columbia River district, Oregon.	G. Y. Harry.....	9,000	14,000	Adjusted.
Dentists' Supply Co., York, Pa.	J. B. Colpoys.....	500	1,000	Pending.
International & Great Northern R. R. Co. and its shopmen, Houston, Tex.	J. S. Myers.....	1,212	.....	Adjusted.
United Alloy Steel Co., Gilliam Manufacturing Co., and Arctic Ice Machine Co., Canton, Ohio.	A. L. Faulkner.....	300	.....	(*)
Electrical workers and others, Montana Power Co., Butte, Mont., and metal mine workers and shop crafts of various mines, Butte district.	W. H. Rodgers.....	15,000	.....	(*)
General Electric Co. and electrical workers, Pittsfield, Mass.	Wm. Blackman.....	83	7,200	Adjusted.
Washington Iron Works, Seattle, Wash.	H. M. White, E. C. Snyder.	.....	.....	Pending.
Electrical workers, Atlanta, Ga.	Chas. Bendheim.....	9	.....	Adjusted.
Machinists, pattern makers, and engineers, Addressograph Co., Chicago, Ill.	M. L. Crawford.....	210	400	Unable to adjust.
Carmen, electricians, etc., Washington Terminal Co., Washington, D. C.	J. B. Colpoys.....	500	.....	Pending.
Retail clerks, Memphis, Tenn.	Chas. Bendheim.....	3,000	.....	Adjusted.
Carpenters, Wilmington, Del.	E. E. Greenawalt, J. L. Hughes.	150	.....	Unable to adjust.
Copper miners, Arizona.	J. McBride, G. W. P. Hunt, J. S. Myers, H. Davies.	15,000	.....	(7)
Bell Telephone Co. and operators in Aberdeen, Wash.	H. M. White, E. C. Snyder.	.....	.....	Adjusted.
Coal miners, western Kentucky.	H. Davies, F. G. Davis.	600	6,000	(*)
Smith Mills, Marshfield, Oreg.	R. P. Bonham.....	120	400	Adjusted.
Great Northern R. R. Co. and maintenance-of-way employees, St. Paul, Minn.	O. F. Nelson.....	.....	.....	Pending.
Molders and core makers, Marion, Ind.	Jas. A. Smyth.....	115	75	(9)
Carpenters, West Virginia Pulp & Paper Co., Piedmont, W. Va.	J. Purcell.....	33	.....	Unable to adjust.
Jewelry works, Goldsmith, Stern & Co., N. Y.	W. R. Fairley.....	75	.....	Do.
Chattanooga Railway & Light Co. and employees, Chattanooga, Tenn.	H. Davies.....	378	.....	Adjusted.
Raincoat makers at Kling Bros., Rosenwald & Weil, and Chicago Raincoat Co., Chicago.	B. M. Squires.....	45	.....	Unable to adjust.
American British Manufacturing Co., Bridgeport, Conn.	Wm. Blackman.....	194	.....	Adjusted.
Hazard Works, Wilkes-Barre, Pa.	W. R. Fairley.....	75	.....	(10)
Spreckels Bros. Commercial Co. and Longshoremen's Union, San Diego, Cal.	C. T. Connell.....	110	40	Adjusted.
Pacific Steamship Co., San Diego, Cal.	.....do.....	90	60	Do.
Coal handlers and longshoremen on United States transports and allies' ships at port of New York.	J. L. Hughes.....	15,000	(11)	Do.
Chippers, calkers, and riveters, navy yard, Charleston, S. C.	J. Purcell.....	12	(12)	(12)
New York Boat Owners Association and others and employees, New York Harbor.	J. L. Hughes.....	8,600	(14)	Pending.
Boiler makers and helpers, Big Four R. R. Co., Indianapolis, Ind.	J. A. Smyth, F. L. Feick.	400	1,100	Adjusted.
James McKay Co. (chains), McKees Rocks, Pa.	H. Davies.....	300	.....	Do.
Hercules Powder Co. and electrical workers, Chula Vista, Cal.	C. T. Connell.....	10	20	Do.
Refinery of International Nickel Co., Bayonne, N. J.	J. A. Moffitt.....	1,800	.....	Do.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Maintenance-of-way employees, Mississippi River & Bonne Terre R. R.	O. F. Nelson.....	4,000	.....	(16)
Raleigh Coal Co., Beckley, W. Va.....	B. M. Squires, W. R. Fairley.	530	.....	Adjusted.
Coal miners, Gallup American Mining Co., Gallup, N. Mex.	H. H. Seldomridge, V. Z. Reed, G. W. Musser.	125	.....	Do.
Waist, Suit, and Children's Dressmakers' Union and employers, Philadelphia.	E. E. Greenawalt...	500	.....	Adjusted.
Miners, Kennecott Copper Co., Kennecott, Alaska.	C. T. Connell.....	285	400	Do.
Carmen, Chicago, Indianapolis & Louisville R. R. Co., Lafayette, Ind.	O. F. Nelson.....	800	2,800	Do.
Niles Tool Works, Hamilton, Ohio.....	M. L. Crawford.....	115	1,185	(16)
Metalliferous miners, Leadville, Colo.....	G. W. Musser, V. Z. Reed.	1,800	.....	Adjusted.
Miners, Madeira Hill Coal Mining Co., Houtzdale, Pa.	W. R. Fairley.....	.....	.....	Do.
Pacific Coast Steel Co. and employees, Seattle, Wash.	H. M. White, E. C. Snyder.	.....	.....	Pending.
Fruit growing and other industries in State of Washington.	do.....	.....	.....	Do.
Machinists, Metal Produce Co., Beaver Falls, Pa.	J. B. Colpoys.....	200	.....	Adjusted.
Machinists, East Iron & Machine Co., Lima, Ohio.	do.....	77	.....	Do.
Coal miners, Kansas (Pittsburg and Osage Counties)	J. Purcell.....	910	.....	Unable to adjust.
Banning Co. and Longshoremen's Union, San Pedro, Cal.	C. T. Connell.....	140	90	Adjusted.
Five mines in Pennsylvania; Pyramid and Caldwell No. 2, Curwensville; Cassidy Coal Co., Hyde City; Cascade Coal Co., Sykesville; Madeira Hill Coal Co., Janesville.	W. R. Fairley.....	634	.....	Do.
National Lead & Steel Package Co., Granite City, Ill.	O. F. Nelson.....	165	185	Do.
Nevada Consolidated Copper Co., Ely, Nev...	W. H. Rodgers.....	500	1,800	Do.
Marine engineers, Buffalo, N. Y.	Chas. Bendheim.....	9	.....	Unable to adjust.
Champion Paper Co., Hamilton, Ohio.....	M. L. Crawford.....	450	1,500	(17)
Michigan Central R. R. Co. and machinists, Jackson, Mich.	R. M. McWade, J. A. Smyth, F. L. Feick.	350	700	Adjusted.
Molders, navy yard, Norfolk, Va.....	B. M. Squires.....	49	.....	Do.
Carmen and machinists employed on 8,000 miles of Rock Island system.	J. A. Smyth, F. L. Feick.	6,000	4,000	Do.
Longshoremen, Seattle, Wash.....	H. M. White, E. C. Snyder.	3,600	1,250	Pending.
Dudlo Manufacturing Co., Fort Wayne, Ind..	P. F. Gill.....	160	290	Adjusted.
Molders and machinists, Black & Clausen Paper & Pulp Mill, Hamilton, Ohio.	A. L. Faulkner.....	43	307	Unable to adjust.
Union Electric & Power Co., St. Louis.....	O. F. Nelson.....	65	75	Adjusted.
Pennsylvania Smelting Co., Carnegie, Pa.....	J. B. Colpoys.....	350	.....	Do.
Lewley Shipyards, Boston.....	D. W. Benjamin.....	350	.....	Do.
Foundry and machine works, J. Thompson & Co., Philadelphia.	E. E. Greenawalt.....	15	.....	Unable to adjust.
Pattern makers, Indianapolis.....	P. F. Gill.....	25	.....	Adjusted.
Machinists, Newport News Ship Building Co., Newport News.	F. G. Davis.....	521	7,800	Do.
Sanderson & Porter Mills, Raymond, Wash..	H. M. White, E. C. Snyder.	.....	.....	Pending.
Ship and lumber yards, Aberdeen, Wash.: Aberdeen Ship Building Co., Mathews Ship Building Co., and Grays Harbor Ship Building Co.	do.....	800	.....	Do.
Shipyards, Olympia, Wash.: Olympia Shipyards Co. and Sloan Shipyards Co.	do.....	500	.....	Adjusted.
National Ship Building Co., Orange, Tex.....	J. S. Myers.....	.....	.....	(16)
Metal polishers, Remington Arm Co., Bridgeport, Conn.	R. M. McWade.....	600	4,000	Adjusted.
Packing house employees, Denver, Colo.: Swift & Co. and Armour & Co.	V. Z. Reed, G. W. Musser.	500	.....	Do.
Carmen, Cincinnati, Hamilton & Dayton R. R. Co., Ivorydale, Ohio.	A. L. Faulkner.....	.....	.....	(16)
Leather workers, Wallace Smith Co., Milwaukee, Wis.	O. F. Nelson.....	100	300	Unable to adjust.

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Western Electro-Chemical Co., Pittsburg, Cal.	E. White, W. T. Boyce.	30	115	Adjusted.
Street railway employees, Pittsburg, Kans.	J. Purcell.	15	500	Do.
Boiler makers at plants of Williams, Mound & Co. and F. Johnson & Son, Omaha, Nebr.	O. F. Nelson.	105		Do.
Coal miners, Fairmont district, W. Va.:				
Copen Coal Co.	J. Purcell.	100	{ 35	Unable to adjust.
Davis Colliery Co.	do.			Do.
West Virginia Coal Co.	do.			Do.
Gilmer Fuel Co.	do.			Adjusted.
Coal miners, New River district, W. Va.:				
New River Coal Co., Dunloop.	do.	150	{	Do.
Ephraim Creek Coal & Coke Co.	do.			Do.
New River Coal Co., Skelton.	do.			Do.
Raleigh Coal Co.	do.			Do.
Dunloop Coal & Coke Co.	do.			Do.
Textile mills, C. H. Masland & Sons, Philadelphia.	E. E. Greenawalt.	166		Unable to adjust.
Lumber and shingle industry of the Northwest.	H. M. White, E. C. Snyder.	20,000		Do.
Smith, Kline & French Co., and teamsters, Philadelphia.	E. E. Greenawalt.	25		(15)
Street car employees, Seattle and Tacoma, Wash.	H. M. White, E. C. Snyder.	4,000		Adjusted.
Street railway employees, Norfolk, Va.	F. G. Davis.	165		(10)
Minneapolis Steel & Machinery Co., Minneapolis.	W. H. Rodgers.	70	2,000	Unable to adjust.
Freeport Sulphur Co., Freeport, Tex.	J. J. Barrett.	200		(20)
Metal trade mechanics, Missouri, Kansas & Texas R. R. Co., Denison, Tex.		2,000		Adjusted.
Long Hargrove Overall Co., Tyler, Tex.	J. S. Myers.			Pending.
General Refractories Co., the Harbison-Walker Co., Olive Hill, Ky.	Chas. Bendheim.	250	750	Do.
United States Cartridge Co. and machinists, Lowell, Mass.	D. W. Benjamin.	650	6,400	Adjusted.
Linemen, Berkshire Street Railway Co., Pittsfield, Mass.	W. Blackman.	21	600	Do.
Tannery men, Morris Packing Co., Westover, Pa.	J. Purcell.	93		(2)
Slater Cotton Mills, Webster, Mass.	R. B. Mahany.	175	500	Adjusted.
Four hat factories, Danbury, Conn.:				
John W. Green Sons.	R. M. McWade.	900	12,000	Do.
Simon & Keane (sometimes called Columbia Hat Co.)	do.	85		Do.
Harry McLachlan Co.	do.	175		Do.
Danbury Co.	do.	275		Pending.
Maine Central R. R. Co. and clerks, Portland, Me.	do.	1,200	6,000	Adjusted.
Barber Steamship Lines and marine engineers, N. Y.	J. L. Hughes.	10		Do.
Fruit and vegetable packing plants of California.	E. White, W. T. Boyce.	2,000	5,000	Do.
Mount Vernon-Woodberry Mills, Baltimore.	Chas. Bendheim.	400	1,600	Do.
Universal Ship Building Co., Midland Bridge Co. and Panama Ship Building Co., Houston, Tex.	J. J. Barrett.			(2)
Miners, Buffalo & Susquehanna Coal Co., Dubois, Pa.	W. R. Fairley.	430		Adjusted.
Shuler & Benninghofen Co., Hamilton, Ohio.	M. L. Crawford.	300	500	Do.
Missouri, Kansas & Texas R. R. Co. and car department employees, Denison, Tex.	J. S. Myers, J. J. Barrett.	1,600	3,200	Do.
Bricklayers and employers, Petersburg, Roanoke, and Norfolk, Va.	J. W. Bridwell.	50	100	Pending.
Reading Iron & Steel Co., Reading, Pa.	J. B. Colpoys.	3,500		Unable to adjust.
Grain handlers, Furness-Withy Steamship Co.; and the Philadelphia Ceiling & Stevedoring Co. and stevedores, Philadelphia.	E. E. Greenawalt, J. L. Hughes.	75	3,000	Adjusted.
Ship carpenters, Orange, Tex.	J. J. Barrett.	28		Do.
Linemen, Philadelphia Electric Co., Philadelphia.	E. E. Greenawalt.	150		Unable to adjust.
Edison Electric Light Co. and employees, Boston, Mass.	R. B. Mahany.	1,000		Adjusted.
American Sheet & Tin Plate Co., Elwood, Ind.	W. R. Fairley.	4,000		Do.
Weavers, Louis Walther Co., Philadelphia.	E. E. Greenawalt, J. L. Hughes.	86		Do.
Terminal clerks, Kanawha & Michigan R. R., Charleston, W. Va.	J. Purcell.			Do.

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Machinists, Battle Creek, Mich.....	J. V. Cunningham.....	465	.....	Unable to adjust.
Timber workers, Menominee River Lumber Mills, Marinette, Wis.....	do.....	600	.....	Adjusted.
Trainmen, Pittsburgh, Lisbon & Western R. R. Co., Lisbon, Ohio.....	J. A. Smyth.....	35	.....	Do.
Solid-Drawn Forging Co., Elwood City, Pa.....	A. L. Faulkner.....	40	85	Do.
Mills of John and James Dobson, Philadelphia.....	J. B. Colpoys.....	11	.....	(22) Do.
Buffalo, Rochester & Pittsburgh R. R. Co. and maintenance-of-way employees, Du-bois, Pa.....	J. A. Smyth.....	1,200	3,500	Adjusted.
Peru Electric Mfg. Co., Peru, Ind.....	G. Y. Harry.....	28	120	Unable to adjust.
Woolen & Carpet Yarn Workers Union and employers, Philadelphia.....	J. B. Colpoys.....	2,000	.....	Adjusted.
DeLaval Steam Turbine Co., Trenton, N. J.....	Wm. Blackman.....	300	.....	Unable to adjust.
Forge shop, Jennings & Johnston Co., Cleveland, Ohio.....	A. L. Faulkner.....	40	150	(24)
Street car men, Kansas City, Mo.....	F. L. Feick.....	2,500	.....	Adjusted.
Works of Bement-Niles-Pond Co., Philadelphia.....	E. E. Greenawalt.....	60	.....	Unable to adjust.
Alabama coal miners and operators.....	Secretary Wilson.....	23,000	2,000	Adjusted.
Carpenters and contractors on various Government projects at New York City and vicinity.....	J. A. Moffitt.....	42,000	.....	Do.
Shopmen, Southeastern Railroads (14 in number).....	Secretary Wilson, J. A. Moffitt.....	26,000	14,000	Do.
Chicago & Alton R. R. and Electrical Workers, Bloomington, Ill.....	O. F. Nelson.....	24	2,000	Do.
Longshoremen on docks of Mallory & Clyde Line, New York City.....	J. L. Hughes.....	1,500	.....	Do.
Surgical knitters, Chesterman & Streeter, Leeland Surgical Co., Hastings & McIntosh, James R. Kendrick Co., and Wm. H. Horn, Philadelphia.....	Clifton Reeves.....	40	15	Pending.
Great Northern R. R. Co. and boiler makers, St. Paul, Minn.....	M. L. Crawford.....	145	600	Adjusted.
Molders and machinists, Fay & Scott Co., Dexter, Me.....	D. W. Benjamin.....	175	275	Pending.
Holt Manufacturing Co., East Peoria, Ill.....	A. L. Faulkner, H. L. Kerwin.....	900	200	Adjusted.
Trainmen, Dayton, Covington & Piqua Interurban R. R. Co., West Milton, Ohio.....	P. F. Gill.....	28	20	Unable to adjust.
Cape Ann Anchor Works and blacksmiths, Gloucester, Mass.....	R. M. McWade.....	75	.....	Adjusted.
Oliver Machinery Co. and machinists, Grand Rapids, Mich.....	F. L. Feick.....	100	250	Do.
Machinists, Automatic Electric Co., Chicago.....	M. L. Crawford.....	180	1,000	Do.
Texas & Pacific R. R. Co. and shop metal crafts, Dallas, Tex.....	J. S. Myers.....	554	.....	Do.
Leather workers and employers, Dallas, Tex.: Padgett Bros., Dodson Saddlery Co., and Schoelkopf Saddlery Co.....	do.....	90	175	Do.
Railway clerks, Rock Island R. R. Co. and Great Western R. R. Co., Chicago.....	M. L. Crawford.....	50	.....	Unable to adjust.
Molders, Budd Grate Co., Philadelphia.....	Chas. Bendheim, E. E. Greenawalt.....	7	12	Do.
Longshoremen employed on docks of the Morgan Line, Southern Pacific Steamship Co., New York City.....	J. L. Hughes.....	1,000	(26)	Adjusted.
Controversies at Brunswick, Ga.: Brunswick Marine Construction Co.....	J. A. Bridwell.....	500	.....	Do.
Carpenter-Watkins Shipbuilding Co.....	do.....	100	.....	Do.
Yaryan Rosin & Turpentine Co.....	do.....	300	.....	Do.
Controversies in Bath, Me.: Bath Iron Works, Ryde-Windlass Co., Torrey Roller Bushing Co., Kelley-Spear Co., and Texas Ship Building Co.....	D. W. Benjamin.....	300	2,500	Do.
Shipyard of Pusey & Jones, Wilmington, Del.....	E. E. Greenawalt.....	.....	.....	(28)
Coal & Coke R. R. Co. and mechanical force.....	F. L. Feick.....	150	185	Adjusted.
New England Coal & Coke Co. and seamen.....	R. B. Mahany.....	216	.....	Do.
Clerks and freight handlers, Chesapeake & Ohio R. R. Co., Ashland, Ky.....	F. G. Davis.....	38	.....	Pending.
Machinists, Muskegon, Mich.....	J. V. Cunningham.....	50	3,000	Unable to adjust.
General Petroleum Corporation and employees, Lost Hills, Cal.....	C. T. Connell.....	30	1,000	Adjusted.
Bausch Machine Tool Co., Springfield, Mass.....	Chas. Bendheim.....	175	105	(27)
Knitters, Superior Manufacturing Co., Hoosick Falls, N. Y.....	J. A. Smyth.....	140	.....	Pending.

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Di-rectly.	Indi-rectly.	
Kaysers Factory, Brooklyn, N. Y.....	R. M. McWade.....	450	.....	Adjusted.
Boston & Maine R. R. Co. and mechanical force.	R. B. Mahany.....	3,800	.....	Do.
McDonald oil fields, McDonald, Pa.....	Clifton Reeves.....	100	32	Do.
J. B. Stetson Hat Factory, Philadelphia....	.....do.....	90	900	(14) Pending.
Union Drawn Steel Co., Molthrop Steel Products Co., and Standard Gauge Steel Co., Beaver Falls, Pa.	J. A. Smyth, Clifton Reeves.	1,800	.....
Texas Light & Power Co., Taylor, Tex.....	J. J. Barrett.....	9	.....	Do.
Furness-Withy Co. (Ltd.) and longshoremen, Norfolk, Newport News, and Hampton Roads.	Chas. Bendheim, J. L. Hughes.	4,500	(14)	Adjusted.
Southern Manufacturing Co., Richmond....	Chas. Bendheim.....	27	.....	Pending.
American Rolling Mill and blacksmiths and helpers, Middletown, Ohio.	F. G. Davis.....	2	.....	(21)
Carpenters and employees, Los Angeles.....	C. T. Connell, II. Weinstock.	2,000	3,000	(20)
Woodmen, Saginaw & Manistee Lumber Co., Williams and Flagstaff, Ariz.	J. McBride, J. J. Barrett.	.....	.....	(21)
Miners, Coeur D'Alene district, Idaho.....	G. Y. Harry.....	600	6,000	Adjusted.
Western Drop Forge Co., Marion, Ind.....	M. L. Crawford.....	300	.....	Do.
North American Lace Co. and Quaker Lace Co., Philadelphia.	J. B. Colpoys.....	250	.....	Do.
Bollinger-Andrews Co., Verona, Pa.....	J. A. Smyth.....	.....	.....	Pending.
Four packing plants, Omaha, Nebr.....	F. L. Felck.....	5,000	6,000	Adjusted.
Swift & Co., Omaha, Nebr.....	.....do.....	6	1,500	Do.
Machinists, boiler-makers, blacksmiths, sheet-metal workers, and carmen on Kansas City, Mexico & Orient R. R. Co., Wichita, Kans.	O. F. Nelson.....	300	200	Do.
Bluejay Lumber Co., Bluejay, W. Va.....	J. Purcell.....	60	.....	Unable to adjust.
Clerks, Seaboard Air Line R. R.....	R. M. McWade.....	1,700	5,000	Pending.
Chattanooga Street Railway Co. Chattanooga.	J. B. Colpoys.....	378	.....	(21)
Sheet-metal workers, Hartford, Conn.....	R. B. Mahany.....	70	.....	Adjusted.
Missouri & Northern Arkansas R. R. Co. and maintenance-of-way employees, Harrison, Ark.	M. L. Crawford.....	270	300	Do.
Maxim Munition Co., Derby, Conn.....	R. B. Mahany.....	75	200	Do.
Peet Bros. Manufacturing Co., Kansas City, Kans.	P. F. Gill.....	600	100	Do.
Procter & Gamble soap factory, Kansas City, Kans.	P. F. Gill, F. L. Felck.	600	400	Do.
Packing houses at Kansas City, Kans.: Swift Packing Co., Cudahy Packing Co., Armour & Co., Wilson & Co., and Morris & Co.	P. F. Gill.....	12,500	3,000	Do.
Slaughter men, Frye Packing House, Seattle, Wash.	H. M. White, E. C. Snyder.	250	(21)	Pending.
Candy makers and cracker bakers, Seattle, Wash.	.....do.....	517	.....	Do.
Iron molders, Van Wie Pump Works, Syracuse, N. Y.	J. A. Smyth.....	50	.....	(21)
Georgia Marble Co., Atlanta, Ga.....	J. W. Bridwell.....	200	.....	Pending.
Boiler-makers, Volk & Murdock's boiler shop, Charleston, S. C.	.....do.....	19	.....	Adjusted.
Steam roller engineers, Chicago.....	O. F. Nelson.....	.....	.....	Do.
L. Wolff Mfg. Co., Chicago.....	J. J. Barrett.....	1,000	1,200	Unable to adjust.
Box makers, Kansas City, Mo.....	M. L. Crawford.....	550	800	Do.
Ann Arbor R. R. Co. and machinists, Owosso, Mich.	J. V. Cunningham.....	60	.....	Adjusted.
Shipbuilding industry, San Francisco.....	W. T. Boyce.....	25,000	5,000	Pending.
Wood shipyards, Seattle, Wash.....	H. M. White, E. C. Snyder.	2,500	16,000	Adjusted.
Steel shipyards, Seattle, Wash.....	.....do.....	14,000	4,000	Do.
Railway clerks and freight handlers, 14 railroads entering Kansas City, Mo.	P. F. Gill.....	1,500	5,000	Do.
Toledo, St. Louis & Western R. R. (Clover Leaf) and mechanical shop employees, Frankfort, Ind.	A. L. Faulkner.....	88	120	Pending.
Loose-Wiles Biscuit Co. and Bliss Syrup Co., Kansas City, Mo.	M. L. Crawford.....	260	1,200	Adjusted.
National Biscuit Co., Kansas City, Mo.....	.....do.....	.....	.....	(21)
Bag makers, Kansas City, Mo.: Chase Bag Co., Bemis Bros. Bag Co.	.....do.....	200	1,000	Adjusted.
Jackson Iron & Steel Co., Jackson, Ohio.....	W. R. Fairley.....	150	.....	(15)
Manganeseminers, Phillipsburg district, Mont.	W. H. Rodgers.....	357	.....	Unable to adjust.
Machinists, Buffalo, N. Y. (25 firms involved).	J. Purcell.....	15,000	.....	Adjusted.

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Boiler makers, Henry Goldner Boiler & Tank Works, Philadelphia.	E. E. Greenawalt.....	35	.....	Adjusted.
Raincoat Makers, New York:				
Lazarus Raincoat Co.....	R. B. Mahany.....	500	.....	Do.
Plottel Raincoat Co.....	do.....	125	.....	Do.
Manchester Waterproof Coat Co.....	do.....	150	.....	Do.
Pines Rubber Co. (Brooklyn).....	do.....	165	.....	Do.
Yorkshire Manufacturing Co.....	do.....	75	.....	Do.
Newark Rubber Co.....	do.....	180	.....	Do.
Phoenix Auto & Raincoat Co.....	do.....	125	.....	Do.
Harry Goodman Co.....	do.....	100	.....	Do.
Hansauer & Rosenthal.....	do.....	140	.....	Do.
Louis J. Freid.....	do.....	70	.....	Do.
Peerless Co.....	do.....	140	.....	Do.
Cohen & Karsh.....	do.....	175	.....	Do.
Washington Auto Coat Co.....	do.....	40	.....	Do.
Track laborers on Atlantic Coast Line R. R. at or near Rocky Mount, N. C.	R. M. McWade.....	300	.....	Do.
Baltimore & Ohio R. R. Co. and clerks and station employees, Connelisville, Pa., and Cumberland, Md.	J. A. Smyth.....	400	(²⁸)	Do.
Southern Iron & Equipment Co. and machinists, Atlanta, Ga.	J. W. Bridwell.....	35	.....	Do.
Cleveland, Cincinnati, Chicago & St. Louis R. R. Co. and machinists on entire system.	A. L. Faulkner.....	520	2,500	(²⁴)
Shopmen Central Railroad of New Jersey, Ashley, Pa.	J. A. Moffitt.....	800	.....	Adjusted.
Bethlehem Steel Co. and Pattern Makers, Sparrows Point, Baltimore.	J. A. Smyth.....	30	.....	Pending.
Grain handlers, Chicago.....	J. J. Barrett.....	70	.....	Do.
Cochran Coal Co.'s mines, Salina, Pa.	F. G. Davis.....	149	.....	Adjusted.
Burgess-Curtiss Aeroplane Co. and employees, Marblehead, Mass.	D. W. Benjamin.....	260	.....	Do.
Jones & Laughlin Co., Pittsburgh, Pa.	Chas. Bendheim.....	2,500	20,000	Do.
Packing house of Thomas Ruddy Co., Kansas City, Mo.	P. F. Gill.....	400	.....	Do.
Stockyards, Kansas City, Mo.	do.....	300	2,000	Do.
Curtiss Aeroplane Co. and pattern makers, Buffalo, N. Y.	J. Purcell.....	17	(²⁵)	Do.
Miners, Monterey Coal Co., West Monterey, Pa.	J. A. Smyth.....	140	2,000	Do.
Bosert Machine Co., Utica, N. Y.	J. Purcell.....	400	.....	(²⁶)
Machinists, Savage Arms Co., Utica, N. Y.	do.....	65	.....	Adjusted.
Hitchman Coal Co., Benwood and Glendale, W. Va.	Clifton Reeves.....	559	42	Pending.
Mound City Coal Co., Moundsville, W. Va.	do.....	101	10	Do.
Telephone operators, Southwestern Telephone & Telegraph Co., Fort Smith, Van Buren, Huntington, Hartford, and Midland, Ark.	J. S. Myers.....	81	7	Do.
Lake Carriers Association and seamen on the Great Lakes.	Secretary Wilson, R. B. Stevens (of Shipping Board).	6,000	.....	Adjusted.
C. L. Best Traction Co. and Best Steel Casting Co., San Leandro, Cal.	C. T. Connell.....	500	550	Do.
Boiler makers and helpers, Denver & Rio Grande R. R.	G. W. Musser.....	228	.....	Pending.
Car inspectors for 10 railroads entering Peoria, Ill.	O. F. Nelson.....	30	350	Adjusted.
Inside wiremen, Los Angeles, Cal.	C. T. Connell.....	300	100	Pending.
Machinists, Lake Torpedo Boat Co., Bridgeport, Conn.	F. L. Feick.....	150	250	Adjusted.
Flint glass workers, L. E. Smith Glass Co., Mount Pleasant, Pa.	F. G. Davis.....	108	22	Do.
Northern Pacific R. R. Co. and railway clerks and station employees.	M. L. Crawford.....	2,000	(²⁷)	Do.
Columbus Oil Producing Co., Brea, Cal.	C. T. Connell.....	3	50	Unable to adjust.
Belmont Stamping & Enameling Co., New Philadelphia, Ohio.	A. L. Faulkner.....	300	.....	Pending.
Machinists, Anniston Steel Co., Anniston, Ala.	J. W. Bridwell.....	11	.....	Do.
Weavers, 42 firms, Philadelphia.	J. B. Colpoys, E. E. Greenawalt.....	3,000	2,500	13 adjusted, 20 pending.
Machinists, Symington-Anderson plant, Rochester, N. Y.	J. Purcell.....	68	65	Adjusted.
Coal mines, Shoemaker Coal Mining Co.	J. B. Colpoys.....	300	.....	Do.

For footnotes see p. 50.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Jewelry employees and manufacturers, Newark, N. J. (18 shops).	E. E. Greenawalt...	650	.....	10 adjusted, 8 pending.
Velvet workers, American Velvet Co., Stonington, Conn.	D. W. Benjamin....	168	150	Adjusted.
Graft Coal Co., mines at Conemaugh, Tru-nall, and White Station, Indiana County, Pa.	F. G. Davis.....	.....	.....	Pending.
Street railway employees, St. Paul, Minn.	F. L. Feick.....	300	600	(u) Pending.
Texas & Pacific R. R. Co. and car department employees, Dallas, Tex.	J. J. Barrett.....	728	1,350	Pending.
American Leco Co., Elyria, Ohio.	A. L. Faulkner.....	84	250	Adjusted.
Tampa Ship Building & Engineering Co. and metal trades and helpers, and laborers, Tampa, Fla.	J. W. Bridwell.....	350	.....	Pending.
Roofers, Los Angeles.	C. T. Connell.....	128	1	Do.
Standard Ship Building Corporation, Staten Island, N. Y.	J. L. Hughes.....	2,000	500	Adjusted.
General Processing Co., Philadelphia.	.....do.....	50	.....	Do.
Harlan & Hollingsworth Shipyard, Wilmington, Del.	E. E. Greenawalt...	900	.....	Pending.
Springfield Woolen Mills, Springfield, Tenn.	H. Davies.....	47	250	Adjusted.
Freight handlers, New England roads, Charlestown and Boston, Mass.	D. W. Benjamin....	.....	.....	Pending.
Merrill-Stephens Ship Building Co., Jacksonville, Fla.	J. W. Bridwell.....	1,268	.....	Do.
Station employees, Great Northern R. R. Co., Sioux City, Iowa.	F. L. Feick.....	.....	.....	Adjusted.
Southern Saddlery Co., Chattanooga, Tenn.	F. G. Davis.....	90	200	Pending.
Total .....	.....	343,906	202,578	

¹ Undisclosed.

² Strike declared off.

³ Commissioners found 7 out of 11 mills in operation and strikers practically to a man removed elsewhere.

⁴ An agreement was effected by Manager Endicott of the Massachusetts public safety committee upon the same terms previously proposed by Conciliator Benjamin and rejected.

⁵ Men involved are still on strike, but practically all employed by other concerns.

⁶ Plants all operating. Strikers employed elsewhere.

⁷ Partial adjustment.

⁸ President's commission adjusted Clifton-Morenci-Metcalf district strike (6,000 men directly affected).

⁹ Strike declared off.

¹⁰ Foundries in operation under open-shop conditions.

¹¹ Adjusted by State board of Pennsylvania and Organizer Flynn of the American Federation of Labor.

¹² Vast number.

¹³ All employed in yard.

¹⁴ Recommendation of commissioner submitted to Navy Department.

¹⁵ Many thousands.

¹⁶ Adjusted before arrival of commissioner.

¹⁷ Four days after case was adjusted men again went out on strike; commissioner unable to do anything further looking to an adjustment.

¹⁸ Commissioner learned plant would be operating full capacity at the end of 5 days; company willing to employ all their old employees, except 50 against whom they held charges of violence.

¹⁹ Commissioner telephoned general manager at Cincinnati, but learned strike had been satisfactorily settled and strikers were all back to work.

²⁰ Commissioner learned upon arrival that men had been offered increase of 5 cents per hour, and nearly all returned to work.

²¹ Commissioner learned company had not discriminated against men, and representative of company said they had no objections to men belonging to labor organizations. Plant had made slight increases in salary. Company willing to hire men at any time there were vacancies.

²² Men who went on strike employed elsewhere.

²³ Most of strikers found employment at other work, and but few remain idle in vicinity.

²⁴ Settled by Navy paymaster prior to commissioner's arrival.

²⁵ In telephonic conversation with manager of forging department, commissioner was informed that the strike was over, the men having returned to work.

²⁶ Large number of dock employees and ship crews.

²⁷ When commissioner reached Wilmington he learned that the men had returned to work upon the advice of their general officers, Brotherhood of Boiler Makers and Iron Ship Builders.

²⁸ State board unsuccessful. Company declined to negotiate with union, and commissioner withdrew from case.

²⁹ Company refused to reemploy 2 blacksmiths who were discharged. These 2 blacksmiths are employed elsewhere.

³⁰ Two angles of this case have been adjusted; third angle pending.

³¹ Adjusted after commissioner's departure on suggestions made by him.

³² Several thousand.

³³ Plant operating full capacity under open-shop rules.

³⁴ Whole system.

³⁵ Strike averted owing to voluntary increase granted by company.

³⁶ All pattern makers in Buffalo.

³⁷ Men who went on strike are all working elsewhere.

³⁸ Indefinite.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

RECAPITULATION.

	Adjusted.	Unable to adjust.	Pending.	Unclassified.
After declaration of war, Apr. 6, 1917, to Oct. 25, 1917 ...	322	43	105	51
July 1, 1916, to June 30, 1917.....	248	47	42	41
	Strikes.	Controversies.	Lockouts.	Total number of cases.
Apr. 6, 1917, to Oct. 25, 1917.....	281	212	28	521
July 1, 1916, to June 30, 1917.....	242	123	13	378

MEDIATION IN LABOR DISPUTES PRIOR TO THE WAR.

Authority.—The clause of the act creating the Department of Labor which authorizes mediation provides that “the Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever, in his judgment, the interests of industrial peace may require it to be done.”

Policy.—It has been the policy of the Secretary to regard this statutory authority as imposing upon the Department of Labor, with reference to labor disputes, diplomatic duties analogous to those of the Department of State with reference to international affairs. The Department neither dictates nor arbitrates; it negotiates and recommends. As it is the duty of the Department of State to represent our Nation with fairness toward all other nations, so it is the duty of the Department of Labor to represent wage-earning interests with fairness to all other industrial interests.¹

Adjustments.—At the beginning of the fiscal year to which the present report primarily relates, July 1, 1916, the number of unadjusted mediation cases coming over from the preceding fiscal year was 21. From the beginning of the fiscal year to the beginning of the war, April 5, 1916, a period of slightly more than nine months, the number of such cases adjusted was 123. The number adjusted between the beginning of the war and the close of the fiscal year, June 30, 1917, was 125. Since the close of the fiscal year the adjustments have numbered 197.

WORK PRIOR TO THE PRESENT YEAR.

A reference to the preceding annual reports of the Department will show a year-by-year increase in the number of cases for mediation—

¹ Report of the Secretary of Labor for 1913, p. 15; for 1914, p. 46; for 1915, p. 7; for 1916, p. 8.

an evidence that as the work of the Division of Conciliation became generally known its good offices were increasingly in demand by employer and employee whenever their interest diverged to a point where they were unable to reach an amicable adjustment. The growth of the mediation service of the Department of Labor is apparent from a glance at the table appended.

	Mar. 4, 1913, to June 30, 1914.	1915	1916	1917
Number of cases	33	42	227	378
Adjusted.....	28	26	178	248
Unable to adjust.....	5	10	22	47
Pending.....		5	21	42
Unclassified.....		1	6	41

WORK OF THE PRESENT YEAR.

On July 1, 1916, 21 mediation cases were pending and 357 additional requests for mediation have been made, bringing the total number for the fiscal year to 378. Of this number 248 cases have been adjusted, 47 proved impossible of adjustment, 41 were settled before arrival of the commissioner or disposed of without the Department's intervention, and 42 were pending at the close of the fiscal year.

These cases embraced controversies in nearly every State of the Union—in exact figures, 43 States, together with Alaska and Porto Rico. From 5 States only came no requisition for the good offices of the Department.

APPROPRIATIONS.

For six months after the creation of the Department of Labor no appropriation was available for mediation work, and the total for the first 16 months was but \$25,000. For the third fiscal year, however, \$50,000 was appropriated, and for 1916, \$75,000. The same amount was made available for the current fiscal year. As the funds appropriated for this important service were not adequate, it became necessary toward the end of each fiscal year to dispense with the services of a number of commissioners of conciliation, and this generally when many most important cases were pending. This accounts for a number of the cases marked "pending" and carried into the succeeding fiscal year. This was the situation at the end of the fiscal year just closed.

SUMMARY OF CASES.

A noticeable feature in connection with the applications for mediation was the marked increase in the number of requests made by

employers and employees with the evident desire of securing adjustments without a stoppage of work.

The cases handled by the conciliators comprised questions affecting establishments of nearly every commercial and industrial classification. Practically all trades and occupations were represented.

Stated in tabular form, the activities of the conciliators are shown as follows:

Period.	Workmen affected.	
	Directly.	Indirectly.
July 1, 1916, to Apr. 5, 1917.....	245,611	155,849
Apr. 6 to June 30, 1917 (war period).....	228,123	178,376
Total, fiscal year 1917.....	473,734	334,225

From the large numbers of differences which arose during the year the following instances are selected as fairly descriptive of the Department's activities:

Standard Oil Works, Bayonne, N. J.—On October 13, 1916, the aid of the Department was solicited to adjust a labor dispute at the plants of the Standard Oil Co., Bayonne, N. J. The request came in a telegram from Messrs. Amos Pinchot and Dante Barton.

This telegram set forth that approximately 12,000 men were on strike and suggested intervention by the Department of Labor in order to "prevent further rioting and bloodshed."

In compliance with this request Messrs. John A. Moffitt and James A. Smyth were assigned the task of composing the differences of the disputants.

Arriving at Bayonne, the Department's representatives deemed it advisable, after a careful survey of the situation, to consult the police officials who were active in their efforts to reconcile the dispute. The conciliators were received cordially by Hon. Henry Wilson, director of public safety, who, with Police Inspector Dady, explained the cause of the strike, the nature of the disturbance, and the number of arrests made. An interview was had with Mr. George Hennessy, superintendent of the Standard Oil Co., who recounted the incidents leading up to the strike, which was to enforce a demand for a 15 per cent increase in wages. Mr. Hennessy said that it was contrary to the company's policy to deal with men on strike, and he was fully determined not to reemploy any of those responsible for the strike; that several increases in wages were made during the year, the last on April 17; and that the hours of labor had been reduced from nine to eight per day, with no reduction in pay. The Department's representatives then conferred with the strikers' committee, and the men were prevailed upon to return to work pending an ad-

justment of their grievances. At an evening session with the officials of the company the latter were urged to recede from their position and allow all the men to return to work. This was agreed to, and the superintendent stated further that he would use his influence with the company to secure an increase for the men.

This arrangement being satisfactory, the strike was declared off and on December 1 an increase of 10 per cent was granted.

Standard Oil refinery, Cleveland, Ohio.—The Brotherhood of Boiler Makers and Iron Ship Builders of America requested mediation in a controversy affecting their craft at the works of the Standard Oil Refinery, Cleveland, Ohio. Mr. A. L. Faulkner, of Cleveland, was assigned as conciliator. The question involved was an alleged violation by the company of a verbal contract relating to the hours of labor. An eight-hour day had been in effect for some time when the company changed its working schedule and announced that nine hours would constitute a day's work for the first four days of the week, eight hours for Friday, and four hours for Saturday. The boiler makers declared this change a violation of contract and went out on strike. Investigation by Mr. Faulkner developed the fact that the change of hours had been made largely because of a petition by the employees requesting the change. The company promised that 48 hours would constitute a week's work, as before. This promise was acceptable to the strikers and the men returned to work.

Electrical pottery workers, Trenton, N. J.—This strike of porcelain workers was brought to the attention of the Department by Mr. B. B. Dinsmore, chairman of the manufacturers' conference committee of Trenton, N. J. Gen. Robert M. McWade and John B. Colpoys were detailed as commissioners of conciliation on April 2, 1917.

The conciliators found about 1,000 men on strike in the 10 potteries in and about Trenton. The strike had been precipitated by a demand for an increase in wages. This demand had resulted in a deadlock, neither side being willing to make concessions. On April 7 the Edison Storage Battery Co., of Orange, N. J., notified the Department that because of the strike of porcelain workers the company was seriously handicapped in the manufacture of storage and primary batteries, both forms being of special importance to the Navy Department in time of war. The commissioners had numerous conferences with the employers and the employees. Agreements were made finally with all of the companies involved and the men employed returned to work. The men in most instances secured substantial increases in wages.

Whitaker & Glassner Steel Co.—The Amalgamated Association of Iron, Steel, and Tin Workers requested mediation in connection with a threatened strike at the plant of the Whitaker & Glassner Steel Co., Portsmouth, Ohio. This company was under contract to furnish

shrapnel for the French Government. Mr. W. R. Fairley was assigned to the case. It was alleged that 21 men had been discharged for joining the union. In conference with the officials of the company it was learned that the shop foreman had discharged the employees upon his own responsibility, and that the company did not approve of the action taken. The company not only agreed to reinstate all the men discharged but volunteered the information that no impediment would be placed in the way of their joining the union if they so desired. This brought about a much better feeling at the mills, and the threatened strike was averted.

American Smelting & Refining Co., Maurer, N. J.—The American Smelting & Refining Co. requested mediation by the Department in connection with a strike which occurred at the company's refining plant at Maurer, N. J. Mr. John A. Moffitt was assigned to the case as conciliator on January 17, 1917. The strike had occurred on January 8, some 1,600 employees being involved. Mr. Moffitt immediately proceeded to the scene of the strike. The cause of the dispute was ascertained to be a refusal by the company to pay an increase in wages of 5 cents per hour demanded by the employees. It was stated by the plant managers in conference that three raises had been granted voluntarily during the year 1916, and that the average wage had increased from \$1.89 for a nine-hour day to \$2.48 for an eight-hour day. After hearing the company's side of the controversy, the conciliator met a committee representing the strikers and requested that a delegation with full power to act with him in adjusting the trouble be appointed. This was done, and a joint conference was held at which the disputed points were discussed. An agreement was finally reached in which the employees were given some concessions. Upon submission of the conference report to a general meeting of the strikers the vote to accept was practically unanimous, and the strike came to a close by the men returning to work on the morning of January 24.

Both the representatives of the company and the workmen commended the prompt adjustment secured by the Department's conciliator.

Pattern makers, Indianapolis, Ind.—A strike of pattern makers in various shops in Indianapolis, Ind., was brought about by the refusal of certain shops to pay the wage scale demanded by the Pattern Makers' League. Mr. Patrick F. Gill was detailed by the Department as conciliator. Mr. Gill ascertained that the prevailing wage for pattern makers in Indianapolis was 60 cents per hour. A few of the shops had refused to pay this rate, declaring it exorbitant. A continuation of the strike threatened to involve other crafts and bring about a general strike. Conferences were arranged with the firms concerned, and the matter fully discussed. Finally an agree-

ment was reached which was satisfactory to both sides, and the strike was declared off.

Machinists at Youngstown, Ohio.—Mr. J. F. Anderson, of the International Association of Machinists, requested mediation in a number of machinists' controversies in the city of Youngstown, Ohio. Charles Bendheim was detailed as commissioner of conciliation by the Department on July 16, 1916.

The demands of the workers in this instance were for an eight-hour day, closed shop, and a minimum wage of 50 cents per hour. Previous to the appointment of a Federal mediator the State board of mediation had tried unsuccessfully to bring about an adjustment. About 4,500 men were affected, involving 10 firms. The employers had formed an organization known as the Employers' Association of the Mahoning Valley, the object of which was to resist the demands of the employees. Strike breakers had been imported, adding to the bitterness of the controversy. Finally a conference was held with the leading firms of the association, and, after a protracted session, an agreement was reached resulting in a termination of the strike. The employers promised that after the men returned to work a wage increase of 10 per cent would be given. Previous to the strike two increases of 10 and 15 per cent had been allowed. Upon submission of the agreement to the strikers it was accepted, and the men returned to work.

Baltimore & Ohio Railroad machinists.—The International Association of Machinists requested mediation in connection with a controversy which had arisen between the Baltimore & Ohio Railroad and the machinists' craft, including apprentices and helpers. The association desired a new agreement, covering all the men of this craft in the employment of the company, but had been unable to agree on all of the points involved. William Blackman was detailed as conciliator. The men had demanded a straight increase of 6 cents per hour for machinists, apprentices, and helpers. The company had offered an increase of $2\frac{1}{2}$ cents per hour. After several days' conference with the management it was agreed that 983 men should be given 42 cents per hour, 554 men should receive 40 cents per hour, and 78 men should receive 36, 37, and 38 cents per hour. These increases covered 1,615 men in five groups, and the average increase was a little over 4 cents per man. These concessions proved satisfactory to the association and an agreement embodying the rates indicated was signed. The agreement was to continue for a year.

Missouri, Kansas & Texas Railroad shopmen.—The Brotherhood of Railway Carmen requested mediation in a controversy which arose between the Missouri, Kansas & Texas Railroad and its car department employees. The alleged discharge of members of the union was

the paramount question involved. Mr. Joseph S. Myers was assigned as conciliator. Nearly 1,500 men were found to be directly affected by the controversy, while double that number threatened to become involved if a strike were declared. Investigation by the conciliator disclosed the fact that 28 members of the union had been discharged. Subsequently the shops at Denison, Parsons, and Kansas, Tex., and Sedalia, Mo., were closed by the company, throwing many men out of work. Conferences were arranged by the conciliator, at which this action by the company was revoked, and the shops opened again. Finally an agreement was reached, which proved satisfactory to both sides, and peace was restored in all the shops of the company.

Cincinnati, Indianapolis & Western Railway carmen.—The Brotherhood of Railway Carmen of America requested the aid of the Department in an effort to adjust its difficulties with the Cincinnati, Indianapolis & Western Railway Co. Dr. Frederick G. Davis was assigned as conciliator. The dispute was found to have arisen over the refusal of the company to enter into an agreement with its federated craftsmen. An increase in wages also was requested. In conference with the management Mr. Davis learned that the company was inclined to meet the men's demand with the exception of a general increase in pay, the management stating that the company was not financially able to increase wages. However, some small concessions were finally made in the matter of compensation and a set of rules adopted which proved very satisfactory to the contending parties.

Freight handlers, Chicago.—The Chicago Federation of Labor requested mediation by the Department in connection with a lockout of freight handlers of the railroad terminals in Chicago, Ill. James A. Smyth and Robert B. Keating were detailed to act as conciliators. About 700 men were found to be affected by the lockout, while 1,500 additional were likely to become involved. It was ascertained by the conciliators that the trouble had been brought about by the refusal of the various railroads to comply with the request of the Brotherhood of Freight Handlers that a representative of the brotherhood be allowed to go through the various freight houses to collect the union dues. Numerous conferences were held with the various railroads concerned, and separate agreements were finally made by which most of the men returned to work. Some of the roads, including the Chicago, Milwaukee & St. Paul and the Chicago, Rock Island & Pacific granted the requests of the men.

Chicago & Alton Railroad maintenance-of-way employees.—On March 27, 1917, General Manager A. P. Titus, of the Chicago & Alton Railroad, requested the good offices of the Department in an effort to adjust the differences which had arisen between the company

and certain of its maintenance-of-way employees. Mark L. Crawford was detailed as commissioner of conciliation.

Investigation by Mr. Crawford disclosed the fact that while 1,200 men were involved in the controversy but 400 had gone out on strike. The demands of the strikers included an increase in wages and better working conditions. The company declared it was willing to pay as high a rate of wages as any of the other railroads in that territory. This statement by the company had a conciliatory effect upon the strikers, and, upon the agreement of the company to take back all of their former employees, the strike was declared off.

Tennessee Copper Co. and Ducktown Copper, Sulphur Co.—Mr. James Lord, president of the mining department of the American Federation of Labor, directed the attention of the Department to a controversy which had arisen at Copper Hill, Tenn., between the Tennessee Copper Co. and certain of its employees. It was alleged that a number of men had been discharged simply because they belonged to a labor union, a branch of the International Union of Mine, Mill, and Smelter Workers of America. The Department assigned Mr. Hywel Davies as its representative on September 13, 1916. The conciliator found that the controversy affected about 1,900 men, and that the right to organize was the paramount issue in the controversy, although the men had asked also for better wages and working conditions. The unfortunate financial position of the company at this time, however, precluded any possible amelioration of these conditions. The company had been a large producer of sulphuric acid and had succeeded in getting a large contract from the Russian Government for that commodity, and with it an advance of \$1,000,000 for the enlargement of its plant. These improvements had scarcely been completed when the plant was destroyed by fire, with the result that the company was left in a much weakened financial position. A reorganization was necessary before any attempt could be made to improve the working conditions of the employees, and pending the readjustment of the company's affairs the strike was declared off and the men returned to work.

Garment workers of A. Kirschbaum & Co.—On February 6, 1917, the Pennsylvania Department of Labor and Industry requested the cooperation of the Department of Labor with a view to bringing about an adjustment of a strike of garment workers of the firm of A. Kirschbaum & Co., of Philadelphia. Mr. Clifton Reeves was assigned as conciliator. The strike had been declared on January 25 and affected directly and indirectly nearly 2,200 employees. The cause of the strike was found to be the refusal of the company to grant an increase in wages and recognize a union of employees. The union was not affiliated with any other labor organization in Philadelphia nor with the American Federation of Labor. A great deal of violence had

occurred in the strike. Investigation showed the plant to be run on an eight-hour basis and wages were proven to be higher than at any similar plant in Philadelphia or vicinity. At the suggestion of the conciliators the firm invited the strikers to a meeting at the plant, where terms of settlement were discussed. This finally resulted in practically all of the strikers returning to their positions, the company agreeing to reinstate all without discrimination.

TABULATION.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation from July 1, 1916, to June 30, 1917.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Wireless operators, San Francisco.....	R. B. Mahany.....	20	107	Pending.
Machinists, Cincinnati.....	Wm. Blackman.....	3,050	5,000	Unable to adjust.
Nashua Manufacturing Co. and Jackson Mills, Nashua, N. H.....	R. M. McWade, J. B. Colpoys.....	3,500	.....	Do.
Metal polishers, Meriden, Conn.....	J. A. Smyth.....	3,000	.....	Do.
Allied shopmen, Cincinnati, Hamilton & Dayton R. R.....	Wm. Blackman, F. G. Davis.....	1,373	.....	Adjusted.
Typographical, New Orleans, La., and Jacksonville, Fla.....	R. M. McWade, J. B. Colpoys.....	60	.....	Unable to adjust.
Doubleday-Page and New York Post.....	R. B. Mahany.....	280	.....	Pending.
Texas-Pacific R. R. Co. and its clerks.....	J. S. Myers, M. J. Gill.....	700	8,000	Adjusted.
Building trades, Joliet, Ill.....	Chas. Bendheim, M. L. Crawford.....	820	2,000	Unable to adjust.
California Shipbuilding Co., Long Beach.....	C. T. Connell.....	332	367	Pending.
Brewery Workmen, Wilmington, Del.....	R. M. McWade, J. B. Colpoys.....	.....	.....	Unable to adjust.
DeLaval Co., Trenton, N. J.....	Wm. Blackman.....	108	.....	Do.
Western Union Telegraph Co., Boston.....	R. B. Mahany.....	10	(¹)	(¹)
Farrell Foundry & Machine Co., Ansonia, Conn.....	J. A. Moffitt.....	75	.....	(²)
New York Shipbuilding Plant, Camden, N. J.....	Wm. Blackman.....	1,100	2,900	Unable to adjust.
Machinists, Syracuse, N. Y.....	J. A. Smyth, W. R. Fairley.....	2,500	700	Do.
Harlan & Hollingsworth, Wilmington, Del.....	Wm. Blackman.....	700	1,123	Do.
Fluorspar Lead Co., Rosiclare, Ill.....	M. L. Crawford, H. Davies.....	200	400	Adjusted.
Missouri Pacific, St. Louis & Iron Mountain R. R. Co. and its maintenance-of-way employees, St. Louis.....	P. F. Gill.....	14,000	.....	Do.
Rex & Co., Philadelphia.....	R. M. McWade, J. B. Colpoys.....	21	.....	Do.
Omaha World-Herald and International Pressmen and Assistants' Union.....	J. A. Moffitt.....	7	.....	Do.
Mechanical department Boston & Albany R. R. Co., Springfield, Mass.....	R. B. Mahany.....	106	1,245	Do.
Missouri Pacific R. R. Co. and its signalmen, St. Louis.....	J. J. Keegan.....	12	(¹)	Do.
Shipbuilding industry, New York City and vicinity (52 firms).....	R. B. Mahany, J. A. Smyth.....	20,000	.....	Pending.
Machinists, Youngstown, Ohio.....	Chas. Bendheim.....	802	3,700	Adjusted.
Carpenters and joiners and calkers and helpers at 7 yards of Marine Ry. Dry Dock & Shipbuilders' Association, Norfolk, Va.....	J. A. Moffitt.....	300	350	Do.
Mechanical departments of Mare Island and Bremerton Navy Yards.....	Wm. Blackman.....	.....	.....	(¹)
Longshoremen, Pacific coast.....	R. B. Mahany, Wm. Blackman, H. M. White.....	12,000	(¹)	Adjusted.
Iron miners, Mesaba region, Minn.....	H. Davies, W. R. Fairley.....	10,000	15,000	(¹)
Street railway employees, Harrisburg, Pa.....	J. A. Moffitt.....	120	240	Unable to adjust.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Di-rectly.	Indi-rectly.	
Washington Steel & Ordnance Co., Geisboro Point, D. C.	J. B. Colpoys.....	33	2,700	Adjusted.
Insurance agents, Prudential Life Insurance Co., New York, Philadelphia, and vicinity.	R. B. Mahany.....	52	1,800	Pending.
Erie R. R. Co. and its carmen, Port Jervis, N. Y.	J. A. Smyth.....	100	250	(?)
Garment workers, 2,059 shops, New York City.	J. A. Moffitt, C. W. Mills, Ethelbert Stewart.	59,150	.....	Adjusted.
Clerks, Central Railroad of New Jersey, Jersey City.	R. B. Mahany.....	68	225	Do.
Cement workers, German-American Cement Co., La Salle; Chicago Portland Cement Co. and Marquette Cement Co., Oglesby, Ill.	Chas. Bendheim....	1,200	200	Unable to adjust.
Machinists, Hamilton, Ohio, (reopened).....	.....do.....	33	.....	Do.
Crown Cork & Seal Co. and machinists, Baltimore.	J. B. Colpoys, M. J. Gill.	175	2,500	Adjusted.
Baltimore & Ohio R. R. Co. and maintenance-of-way employees, Baltimore.	.....do.....	1,200	20,000	Do.
Machinists, 21 rubber plants and machine shops, Akron, Ohio.	Chas. Bendheim....	2,429	.....	Do.
Goodrich Rubber Co., Akron, Ohio.	.....do.....	300	13,700	Do.
Milk delivery drivers, Cleveland, Ohio.	A. L. Faulkner.....	500	200	(8)
Milk delivery drivers, St. Louis.	J. A. Smyth.....	600	.....	(9)
Section men, Chicago, Burlington & Quincy R. R., St. Louis to Burlington, Iowa.	P. F. Gill.....	265	350	Unable to adjust.
Coal & Coke R. R. Co. and shop employees, Elkins, W. Va.	A. L. Faulkner.....	181	10	Adjusted.
A. J. Cameron & Co., Philadelphia.	R. M. McWade, J. B. Colpoys.	120	.....	Do.
Lehigh Spinning Co., Philadelphia.	.....do.....	300	2,500	Do.
Frank Sheble Spinning Co., Philadelphia.	.....do.....	40	.....	Do.
German-American Hosiery Mills, Philadelphia.	.....do.....	900	.....	Do.
Machinists, Geometric Tool Co., Westfield, New Haven, Conn.	J. A. Moffitt.....	170	50	Unable to adjust.
Weavers, Royle & Pilkington's Upholstery Mills, Mount Holly, N. J.	R. M. McWade, J. B. Colpoys.	72	135	Adjusted.
Cincinnati, Indianapolis & Western R. R. Co. and carmen, Cincinnati.	F. G. Davis.....	140	.....	Do.
Wheelmen, lookout men, watchmen, oilers, etc., Goodrich Transit Co., Chicago.	M. L. Crawford....	.....	.....	(10)
Shingle weavers, Everett, Wash.	Wm. Blackman.....	500	900	(11)
Textile workers, Bangor, Pa.	R. M. McWade.....	9	.....	Unable to adjust.
Eagle Silk Mills, Shamokin, Pa., and vicinity.	.....do.....	3,000	.....	Adjusted.
Freight handlers, Chicago.	J. A. Smyth, R. B. Keating.	600	.....	Do.
Pacific Coast Light & Power Co., and Electrical Workers, Los Angeles.	C. T. Connell.....	110	200	Pending.
Pottery workers, East Liverpool, Ohio.	J. A. Moffitt.....	250	.....	Adjusted.
Tennessee Copper Co. and Ducktown Copper, Sulphur & Iron Co., and miners and smelters, Copper Hill and Isabella, Tenn.	H. Davies.....	400	1,500	(12)
Machinists, 5 shops, Greenfield, Mass.	J. A. Moffitt.....	734	1,200	Adjusted.
Cigar makers, Detroit, Mich.	A. L. Faulkner.....	6,000	500	Unable to adjust.
Pattern makers, Detroit, Mich.	.....do.....	263	50	Adjusted.
Alva Carpet Mills, Philadelphia.	R. M. McWade.....	98	120	Pending.
Metal polishers, Colts Fire Arms Co., Hartford, Conn. (reopened).	J. A. Smyth.....	40	1,200	(13)
Equinox Mill, Anderson, S. C.	J. B. Colpoys.....	334	375	Pending.
Gluck Mills, Anderson, S. C.	.....do.....	237	268	Do.
Brogan Mills, Anderson, S. C.	.....do.....	378	.....	Do.
Southern Saddlery Co., Chattanooga, Tenn.	F. G. Davis.....	75	.....	Unable to adjust.
Shopmen, New York, Ontario & Western R. R., Middletown, N. Y.	Chas. Bendheim, F. G. Davis.	616	.....	Adjusted.
Standard Oil and other oil companies, Bayonne, N. J.	J. A. Moffitt, J. A. Smyth.	12,000	.....	Do.
New York mills, near Utica, N. Y.	R. M. McWade.....	2,700	.....	Do.
Chain welders, Standard Chain Co., York, Pa.	Chas. Bendheim....	250	550	Do.
Hightstown Rug Co., Hightstown, N. J.	J. A. Moffitt.....	60	110	Do.
Machinists, Duplex Printing Press Co., Rumley Co., Union Steam Pump Co., Advance Pump & Compressor Co., American Steam Pump Co., Battle Creek, Mich.	Chas. Bendheim, A. L. Faulkner.	275	1,018	Unable to adjust.
Phoenix Knitting Works, Milwaukee, Wis.	R. M. McWade.....	42	.....	Do.
Machinists, Carolina, Clinchfield & Ohio R. R. Co., Erwin, Tenn.	W. R. Fairley.....	37	.....	Do.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Di-rectly.	Indi-rectly.	
Arizona Copper Co., Clifton, Ariz.....	J. S. Myers.....	1,250	700	Adjusted.
Great Northern R. R. and its carmen, St. Paul, Minn.	J. J. Keegan.....	2,700	.....	Unable to adjust.
Indianapolis Street Railway Co., Indianapolis, Ind.	J. A. Moffitt, F. G. Davis.	900	.....	(14).
Illinois Central R. R. Co. and maintenance-of-way employees, Chicago.	J. J. Keegan.....	1,000	13,000	Adjusted.
Specialty Silk Co., Morris Run, Pa.....	F. G. Davis.....	32	.....	Do.
Teamsters and stable helpers, et., Geo. B. Newton coal circuit (26 yards), Philadelphia.	R. M. McWade, J. B. Colpoys.	85	300	Do.
New Cornelia Copper Co., Ajo, Ariz.....	J. S. Myers.....	625	1,250	Do.
Georgia Ry. & Power Co., Atlanta, Ga.....	Wm. Blackman, F. G. Davis, B. M. Squires.	437	1,030	Unable to adjust.
Textile workers, M. C. D. Borden & Sons Co., Fall River, Mass.	R. M. McWade.....	10,000	11,000	Adjusted.
King Street Terminal, Seattle, Wash.....	H. M. White.....	100	200	Do.
American Smelting & Refining Co., Perth Amboy and Maurer, N. J.	I. A. Moffitt.....	1,600	.....	Do.
Wm. M. Crane Stove Works, Jersey City, N. J.	J. B. Colpoys.....	25	.....	(14).
Machinists, 10 machine shops, Philadelphia.	Clifton Reeves.....	1,000	300	Unable to adjust.
Shirt makers, 8 shirt manufacturing establishments, Philadelphia.	.....do.....	1,000	220	Adjusted.
Garment workers, A. Kirschbaum & Co., Philadelphia.	.....do.....	600	1,600	Do.
3 sugar refineries, Philadelphia.....	.....do.....	2,000	450	Unable to adjust.
Pollock-Huston Co., Philadelphia.....	R. M. McWade.....	14	250	Adjusted.
Machinists, Clark Bros. machine shop, Olean, N. Y.	J. A. Moffitt.....	150	.....	Unable to adjust.
Bridge and building department, St. Louis & San Francisco R. R., Newburg, Mo., and West Tulsa, Okla.	P. F. Gill.....	51	.....	(15).
Polishers, Remington Arms Co., Bridgeport, Conn.	R. M. McWade.....	373	4,000	Adjusted.
Silk horizontal warpers, 21 silk mills, Paterson, N. J.	R. M. McWade, J. B. Colpoys.	300	5,000	Do.
McAlester-Edwards Coal Co., McAlester, Okla.	W. R. Fairley, H. Davies.	250	.....	Unable to adjust.
Viscose Silk Mills, Marcus Hook, Pa.....	R. M. McWade, J. B. Colpoys.	300	.....	Adjusted.
Washington Ry. & Electric Co., Washington, D. C.	Wm. Blackman.....	1,500	.....	Unable to adjust.
Shirt-waist makers, Gertrude Mfg. Co., Philadelphia.	Clifton Reeves.....	14	11	Do.
Cigar makers, American Tobacco Co., Philadelphia.	.....do.....	350	1,200	Do.
Thos. A. Edison Phonograph Co., West Orange, N. J.	R. M. McWade, J. B. Colpoys, J. A. Smyth.	108	6,000	Pending.
Car department employees, New York Central Lines, Buffalo and other points.	J. A. Smyth.....	2,455	.....	Adjusted.
National Silk Dyeing Co., Allentown, Pa.....	Clifton Reeves, F. G. Davis.	624	300	Do.
Laboring men, Montana.....	J. B. Colpoys.....	1,500	4,000	Do.
Coal miners, Blossburg Coal Co., Arnot, Pa.	J. A. Moffitt, F. G. Davis.	545	30	(16).
Gulf & Ship Island R. R. Co. and its carmen, Gulfport, Miss.	J. S. Myers.....	90	250	Adjusted.
Freight clerks and freight handlers, Baltimore & Ohio R. R., and Cincinnati, Hamilton & Dayton R. R. Co., Cincinnati.	Chas. Bendheim.....	.....	.....	(17)
Atha Tool Co., Newark, N. J.....	R. M. McWade, J. B. Colpoys, J. A. Smith.	200	.....	Pending.
Robert Palmer Ship Yards, Noank, Conn.....	A. L. Faulkner.....	165	343	(18)
Actors, Boston, Lynn, and Haverhill, Mass.	D. W. Benjamin.....	200	.....	(18)
Moulthrop Bros. Co., Beaver Falls, Pa.	Clifton Reeves.....	23	250	Adjusted.
Crank-shaft makers, Standard Gauge Steel Co., Beaver Falls, Pa.	.....do.....	300	700	Do.
Machinists, 9 shops, Wilmington, Del.....	Chas. Bendheim.....	690	5,350	(19)
Machinists, Remington Arms Co., Bridgeport, Conn.	R. M. McWade.....	1,100	.....	Adjusted.
Union Metallic Cartridge Co., Bridgeport, Conn.	.....do.....	13,500	.....	Do.
Building mechanics and laborers, Cleveland.	J. A. Moffitt.....	20,000	.....	Do.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Machinists, boilermakers, blacksmiths and their helpers, and carmen, Western Maryland R. R. Co., Hagerstown, Md.	Wm. Blackman, A. L. Faulkner.	741	.....	Adjusted.
Maintenance-of-way employees, Chicago & Alton R. R. Co., Chicago.	M. L. Crawford	1,200	.....	Do.
Boston & Albany R. R. Co., Boston.	J. A. Smyth.....	450	350	Do.
Car men, Missouri, Kansas & Texas R. R. Co., Denison, Tex.	J. S. Myers	1,500	3,000	Do.
Porcelain workers, 10 potteries, Trenton, N. J.	R. M. McWade.....	1,000	1,500	Do.
Longshoremen, Porto Rico and Bull Insular Steamship Cos., New York and Porto Rico.	F. C. Roberts.....	300	500	Unable to adjust.
West Chester, Kennett Square & Wilmington Electric Ry., Kennett Square, Pa.	Clifton Reeves.....	17	15	(ⁿ)
Total .....	.....	245,611	155,849	

AFTER DECLARATION OF WAR.

Pattern makers, New London Ship & Engine Co., Groton, Conn.	A. L. Faulkner	13	1,100	Adjusted.
Electrical contractors and International Brotherhood of Electrical Workers, Richmond, Va.	F. G. Davis.....	100	.....	Do.
Pattern makers, Crane Co., Bridgeport, Conn.	M. L. Crawford, R. B. Mahany	24	110	Do.
Pattern makers, Crane Co., Chicago, Ill.	M. L. Crawford	80	14,000	Do.
Philadelphia Shirt Co., Philadelphia.	Clifton Reeves.....	30	.....	Do.
Belber Trunk & Bag Co., Philadelphia.	do.....	150	50	(ⁿ)
Tin plate department, Wheeling Steel & Iron Co. (Yorkville mill), Wheeling, W. Va.	W. R. Fairley, H. Davies.....	1,200	.....	Adjusted.
Ferryboat companies and employees, San Francisco.	E. White, W. T. Boyce.....	.....	.....	Do.
Otis Steel Co., Cleveland.	A. L. Faulkner	100	200	Do.
Massillon Sheet & Tin Plate Co., Massillon, Ohio.	F. G. Davis.....	288	.....	Pending.
Missouri Pacific R. R. Co. and its maintenance-of-way employees, St. Louis (re-opened).	J. S. Myers, O. F. Nelson.....	8,000	.....	Do.
Garment workers, Chicago, Ill.	R. B. Mahany.....	1,200	2,500	Adjusted.
Fishermen, Gloucester and other points in Massachusetts.	D. W. Benjamin.....	3,000	.....	Do.
Teamsters, Philadelphia.	R. M. McWade, J. B. Colpoys.....	150	900	Do.
Boilermakers and helpers, Grasselli Chemical Co., Grasselli, N. J.	Chas. Bendheim.....	34	.....	(ⁿ)
Machinists, Pittsburgh, Pa.	Clifton Reeves.....	10,000	20,000	Pending.
Painters, decorators, and paper hangers, 130 firms involved, Philadelphia.	do.....	400	.....	Adjusted.
Machinists and other shop trades, Nickel Plate R. R., Conneaut, Ohio, Stony Island, Ill., and Fort Wayne, Ind.	A. L. Faulkner.....	887	120	Do.
Railway clerks and baggage men, Washington Terminal Co., Washington, D. C.	R. B. Mahany.....	43	.....	Pending.
Western Drop Forge Co., Marion, Ind.	H. Davies.....	300	.....	Adjusted.
Aluminum Ore Co., East St. Louis, Ill.	J. S. Myers, P. F. Gill.....	700	1,300	Do.
Shoe manufacturers and unions, Lynn, Mass.	D. W. Benjamin.....	9,000	.....	Pending.
Llewellyn Iron & Steel Co., Torrance, Cal.	C. T. Connell.....	56	.....	Adjusted.
Molders, Downingtown Manufacturing Co., East Downingtown, Pa.	Chas. Bendheim.....	24	150	Unable to adjust.
Building trades, Clarksburg, W. Va.	W. R. Fairley, H. Davies.....	.....	.....	Adjusted.
Iron and steel workers, Whitaker-Glessner Co., Portsmouth, Ohio.	W. R. Fairley.....	21	1,200	Do.
Baltimore & Ohio R. R. Co. and its machinists, Baltimore, Md.	Wm. Blackman.....	1,615	.....	Do.
Atlantic Works, East Boston, Mass.	R. B. Mahany.....	63	.....	Do.
Boston Ship Building Co., East Boston.	do.....	15	.....	Do.
John W. Campbell Co., East Boston.	do.....	14	.....	Do.
Bertelsen & Petersen Co., East Boston.	do.....	41	.....	Do.
Story & Wardwell Co., East Boston.	do.....	21	.....	Do.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Boston Tow Boat Co., East Boston	R. B. Mahany	7	.....	Adjusted.
James W. Quirk Co., East Boston	do	12	.....	Do.
Clay workers, Fort Dodge, Iowa	W. H. Rodgers	530	350	Unable to adjust.
McKee Glass Co., Jeanette, Pa.	J. B. Colpoys	1,400	175	Adjusted.
Westmoreland Specialty Co., Jeanette, Pa.	do	1,100	125	Do.
Locomotive Co., Bridgeport, Conn.	R. B. Mahany	8	110	Do.
Pattern makers, Westinghouse shops, Cleveland.	A. L. Faulkner	31	20	(^m)
Pattern makers, Westinghouse shops, Trafford City, Pa.	do	126	775	Unable to adjust.
Boiler makers and helpers, etc., Standard Oil Co. refining works, Cleveland.	do	150	.....	Adjusted.
Central Vermont R. R. Co. and its maintenance-of-way employees, St. Albans, Vt.	J. A. Smyth	500	.....	(^m)
American Locomotive Co., Schenectady, N. Y.	Wm. Blackman	350	4,000	Adjusted.
American Locomotive Co., Dunkirk, N. Y.	do	200	2,600	Do.
American Locomotive Co., Paterson, N. J.	do	35	1,200	Do.
Coal miners, Georges Creek District, W. Va.: Hoffa Bros. Coal Co., Chapman Coal Mining Co., Hampshire Big Vein Coal Co., The Caledonia Coal Co., The Phoenix Coal Co., The Georges Creek Coal Mining Co.	A. L. Faulkner, W. R. Fairley.	325	.....	Do.
Dye workers (trimmer men and coworkers), Dodge Bros. plant, Detroit, Mich.	H. Davies, A. L. Faulkner.	83	.....	Pending.
Mechanical employees, Boston & Albany R. R. Co., Boston and vicinity.	R. B. Mahany	476	.....	Do.
New York, New Haven & Hartford R. R. Co. and its clerks, New Haven, Conn.	J. S. Myers, R. M. McWade.	2,900	.....	Adjusted.
Vulcan Detinning Co., Streator, Ill.	M. L. Crawford	49	.....	(^m)
Bakers, Philadelphia	Clifton Reeves	330	.....	Adjusted.
Union Drawn-Steel Co. and its employees, Beaver Falls, Pa.	J. B. Colpoys	1,200	.....	Do.
Imperial Works, Oil City, Pa.	Chas. Bendheim	350	400	Do.
Boiler makers and helpers, contract shops, Duluth, Minn.	M. L. Crawford	151	.....	Unable to adjust.
Boiler makers and helpers, contract shops, Superior, Wis.	do .....	.....	.....	(^m)
Newport News Ship Building & Dry Dock Co. and machinists, Newport News, Va.	F. G. Davis, J. A. Moffitt.	521	7,800	Adjusted.
Machinists, General Electric Co., Schenectady, N. Y.	J. A. Smyth	4,500	11,500	Do.
Washington Steel & Ordnance Co., Giesboro Point, D. C.	J. B. Colpoys	250	.....	Do.
Coal miners, southeastern Kentucky and eastern Tennessee.	H. Davies	17,000	.....	Pending.
Structural-iron workers, Riverdale plant, Hales-Edwards Co., Chicago.	M. L. Crawford	40	(^m)	Unable to adjust.
Anaconda Copper Co. and boiler makers and iron workers, Anaconda, Butte, and Great Falls, Mont.	W. H. Rodgers	265	20,000	Adjusted.
Coal miners, West Virginia: Flemington field: Maryland Coal Co., Wendell; Simpson Creek Coal Co. and Stafford Gas Coal Co., Simpson; Pitts Vein Coal Co., White Horse Coal Co., and Robinson & Phillips (Delmar and Davis mines), Flemington; Rosemont Coal Co. and Harrison Coal Co., Rosemont.	J. S. Myers, B. M. Squires, H. Davies, J. Purcell.	1,200	.....	Do.
Thin vein field: Merchants Coal Co. and Allbright Smokeless Coal Co., Tunnelton; Austin Coal & Coke Co. and Gorman Coal & Coke Co., Austin; Hiorra Coke Co., Hiorra; Virginia-Maryland Coal Corp. and Horchler Coal Mining Co., Newburg; Preston Coal Co., Independence; Loubert Coal Co., Hardman; By-Product Colliery Co.; Independence Coal Co.	J. S. Myers, B. M. Squires, H. Davies, J. Purcell.	800	.....	Do.
Liberty Lace & Netting Works, New York ...	J. A. Moffitt, B. M. Squires, R. M. McWade.	18	40	Do.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Directly.	Indirectly.	
Teamsters operating at terminals of Pennsylvania R. R. Co., New York.	J. A. Moffitt.....	600	1,500	Adjusted.
Shipbuilding employees, Mathis Yacht Building Co., Camden, N. J.	E. E. Greenawalt, J. L. Hughes.	200	.....	Do.
Iron molders, White Mountain Ice Cream Freezer Co., Heighton Co., Flathers Co., Nashua Cooperative Foundry Co., Nashua, N. H.	D. W. Benjamin.....	112	.....	Unable to adjust.
Cyrus Currier & Sons and iron molders, Newark, N. J.	J. A. Smyth.....	19	50	(*)
Pickering Land & Timber Co. and Negro employees, Cravens, La.	J. S. Myers.....	.....	.....	Adjusted.
Martin Dye & Finishing Co., Bridgeton, N. J.	E. E. Greenawalt...	207	.....	(*)
City Baking Co., Baltimore.....	J. B. Colpoys.....	250	.....	Unable to adjust.
Vari Lace Co., New York City.....	J. A. Moffitt.....	14	106	Adjusted.
Regina Lace Mills, Central Falls, R. I.....	R. M. McWade.....	450	.....	Do.
Simmons Saddlery Co., St. Louis, Mo.....	P. F. Gill.....	150	300	Do.
Raincoat makers and H. E. Lazarus & Co., New York.	R. B. Mahany.....	500	.....	Do.
Mertens Coal Co., Cumberland, Md.....	J. Purcell.....	100	.....	Do.
Coal miners and operators in Pennsylvania bituminous coal district No. 2.	Secretary Wilson.....	75,000	.....	Do.
Boston & Albany R. R. Co. and maintenance-of-way employees, Boston.	R. B. Mahany.....	1,700	.....	Pending.
Coal miners, West Virginia Pulp & Paper Co., Luke, Md.	J. Purcell, B. M. Squires.	100	3,400	Adjusted.
Textile workers, Parker Hosiery Mill, Frostburg, Md.	B. M. Squires.....	97	.....	Do.
McGraw Rubber & Tire Co., East Palestine, Ohio.	Chas. Bendheim.....	1,200	100	Unable to adjust.
Cleveland Hardware Co., Cleveland.....	A. L. Faulkner.....	120	900	Adjusted.
Vlchek Tool Co., Cleveland.....	do.....	75	200	Do.
Champion Machine & Forging Co., Cleveland.	do.....	300	.....	Do.
Columbian Hardware Co., Cleveland.....	do.....	60	290	Do.
Park Drop Forge Co., Cleveland.....	do.....	600	.....	Do.
Wyman & Gordon, Cleveland.....	do.....	200	.....	Do.
Cleveland City Forge Co., Cleveland.....	do.....	200	.....	Do.
Steel Improvement Co., Cleveland.....	do.....	200	.....	Do.
Ohio Forge Co., Cleveland.....	do.....	90	.....	Do.
Pattern makers, DeLaval Co. and J. L. Mott, Trenton, N. J.	J. A. Smyth.....	50	.....	Do.
American Foundry Co., Indianapolis, Ind....	M. L. Crawford.....	155	.....	Unable to adjust.
Dredgemen, Great Lakes.....	F. C. Roberts.....	3,000	.....	(*)
New York, New Haven & Hartford R. R. Co. and mechanical employees, Boston.	J. B. Colpoys.....	5,770	.....	Adjusted.
Copper miners, Arizona Copper Co., Detroit Copper Co., and Shannon Copper Co., Clifton and Morenci, Ariz.	J. S. Myers.....	5,000	.....	Do.
Dresden Lace Works, Norwalk, Conn.....	R. M. McWade.....	1,200	.....	Do.
Pattern makers, job shops, Providence, R. I.	do.....	120	.....	(*)
Brothers Valley Coal Co., Macdonaldton, Pa..	B. M. Squires, J. Purcell.	400	.....	Adjusted.
Lake Torpedo Boat Co. and Pattern Makers, Bridgeport, Conn.	R. B. Mahany.....	8	110	Do.
Metalliferous miners, Verdi-Jerome district, Ariz.	J. McBride.....	1,500	1,000	Do.
Terry Run Mines, Homer City Coal Co., Homer City, Pa.	N. R. White.....	100	.....	Do.
Building workers, teamsters, carpenters and joiners, Omaha, Nebr.	O. F. Nelson.....	4,000	7,000	Unable to adjust.
Machinists, S. L. Moore Co., Elizabeth, N. J.	R. B. Mahany.....	125	100	Pending.
Machinists at St. Paul, Minn.: Great Northern R. R. Co.; Northern Pacific R. R. Co.; and Soo R. R. Co.	W. H. Rodgers.....	2,953	.....	Adjusted.
Coal miners, New York Mining Co., Allegheny, Md.	J. Purcell, B. M. Squires.	140	.....	Unable to adjust.
Globe Iron Co., Jackson Iron & Steel Co., and Star Furnace Co., Jackson, Ohio.	W. R. Fairley.....	400	.....	Adjusted.
Clerks, Pere Marquette R. R. Co. (entire system).	R. M. McWade.....	1,700	1,175	Pending.
Railway clerks and other members of Brotherhood of Railway Clerks on the Cumberland Division of Baltimore & Ohio R. R.	J. Purcell, B. M. Squires.	189	.....	(*)
William Cramp & Sons Ship & Engine Building Co., Philadelphia.	E. E. Greenawalt, J. L. Hughes.	375	6,000	Do.

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Di-rectly.	Indi-rectly.	
Car department employees, Missouri, Okla- homa & Gulf R. R. Co., Muskogee, Okla.	J. S. Myers.....	80	400	Pending.
Wabash R. R. Co. and its federated crafts, Decatur, Ill., and other points.	R. M. McWade.....	.....	.....	(*)
Textile workers, 12 mills, Chattanooga, Tenn.	.....do.....	4,000	.....	Pending.
Boston & Maine R. R., delivery clerks; truck- ers at all freight houses on system outside of Boston; baggage men and miscellaneous passenger-station employees at all stations; all crossing tenders.	J. B. Colpoys.....	350	.....	(*)
Baltimore & Ohio tidewater terminal, Jack- son Street terminal wharf on Delaware River, Philadelphia.	E. E. Greenawalt, J. L. Hughes.....	12	.....	(*)
Alberger Pump & Condenser Co. and ma- chinists, Newburgh, N. Y.	W. Blackman.....	215	300	Pending.
Adrian Furnace Co., Punxsutawney and Dubois, Pa.	W. R. Fairley.....	.....	.....	(*)
Miners, Maryland Coal Co., St. Michaels and Janesville, Pa.	.....do.....	160	300	Unable to adjust.
Chas. G. Blake & Co., granite works, Chicago, Ill., and Mount Airy, N. C.	M. L. Crawford.....	20	.....	(*)
National Carbon Co., near Clarksburg, W. Va.	B. M. Squires.....	70	80	(*)
Peale Mines, Nos. 2, 4, and 5, Portage, Pa.: Portage Coal Mining Co. and Trout Run Coal Mining Co.	W. R. Fairley.....	350	.....	Adjusted.
Dahlstrom Metallic Door Co., Jamestown, N. Y.	Wm. Blackman.....	350	.....	Pending.
Machinists, Newton Machine Tool Works and other machine shops, Philadelphia.	E. E. Greenawalt, J. L. Hughes.....	1,000	300	Do.
Pennsylvania R. R. Co. and round house force, Schuylkill Division.	J. L. Hughes.....	75	(*)	Adjusted.
Freight handlers, Boston & Maine R. R. and Boston & Albany R. R., Boston	D. W. Benjamin.....	.....	.....	Do.
Puddlers, A. M. Byers Co., Girard, Ohio.....	J. B. Colpoys.....	800	1,300	Do.
Shipyards, Columbia River district, Oreg.	G. Y. Harry.....	9,000	14,000	Pending.
Brunswick Marine Construction Corporation, Brunswick, Ga.	J. A. Moffitt.....	500	.....	Adjusted.
Davis and Delmar mines, Flemington, W. Va.	B. M. Squires.....	.....	.....	Do.
Wagner Electric Co., St. Louis, Mo.	.....do.....	2,000	.....	(*)
Bakers, Denver, Colo.	O. F. Nelson.....	135	.....	Unable to adjust.
Dentists' Supply Co., York, Pa.	J. B. Colpoys.....	500	1,000	Pending.
Southern R. R. Co. and its maintenance-of- way employees.	Chas. Bendheim.....	1,500	10,000	Adjusted.
Gulf Refining Co., Port Arthur, Tex.	J. S. Myers.....	500	2,200	Do.
Texas Oil & Refining Co., Port Arthur, Tex.	.....do.....	75	605	Unable to adjust.
International Smelting & Refining Co., Tocoe, Utah.	J. McBride.....	1,000	15,000	Adjusted.
All trades, Monon R. R. Co., Lafayette, Ind.	B. M. Squires.....	500	(*)	Do.
International & Great Northern Ky. Co. and its shopmen, Houston, Tex.	J. S. Myers.....	1,212	.....	Pending.
United Alloy Steel Co., Gilliam Manufactur- ing Co., and Arctic Ice Machine Co., Canton, Ohio.	A. L. Faulkner.....	300	.....	Do.
Pressmen, Springfield, Mass.	Wm. Blackman.....	85	1,930	(*)
Electrical workers, metal mine trades crafts, and shop crafts; Montana Power Co., Butte, Great Falls and Anaconda, Mont.	W. H. Rodgers.....	15,000	.....	Pending.
Freight handlers, Chicago, Ill.	M. L. Crawford.....	650	.....	Adjusted.
Shopmen, Boston & Maine R. R. Co., Boston.	Wm. Blackman.....	165	6,275	Do.
General Electric Co., and Electrical Workers, Pittsfield, Mass.	.....do.....	83	7,200	Pending.
Dayton Street Railway Co., Dayton, Ohio...	M. L. Crawford.....	67	.....	Adjusted.
Carpenters, Roanoke, Va.	B. M. Squires.....	200	.....	Unable to adjust.
Washington Iron Works, Seattle, Wash.	H. M. White.....	.....	.....	Pending.
Electrical Workers, Atlanta, Ga.	Chas. Bendheim.....	9	.....	Do.
Machinists, pattern makers and engineers, Addressograph Co., Chicago, Ill.	M. L. Crawford.....	210	400	Do.
Car men, electricians, etc., Washington Ter- minal Co., Washington, D. C.	J. B. Colpoys.....	500	.....	Do.
Ostby & Barton, Providence, R. I.	Wm. Blackman.....	825	.....	(*)
Retail clerks, Memphis, Tenn.	Chas. Bendheim.....	3,000	.....	Pending.
Schaum & Uhlinger, Philadelphia.	E. E. Greenawalt, J. L. Hughes.....	.....	.....	(*)

For footnotes see p. 66.

Statement showing number of labor disputes handled by the Department of Labor through its commissioners of conciliation, etc.—Continued.

Name.	Commissioner of conciliation.	Workmen affected.		Result.
		Di-rectly.	Indi-rectly.	
Riveters, chippers, holders on, heater and passer boys, Wm. Cramp & Sons, Philadel-phia.	E. E. Greenawalt, J. L. Hughes.	70	500	Adjusted.
Molders, Chester, Pa.	.....do.....	.....	.....	(*) Adjusted.
Lace workers, E. and Z. Van Raalte, Pater-son, N. J.	R. M. McWade.....	350	1,130	Adjusted.
Carpenters, Wilmington, Del.....	E. E. Greenawalt, J. L. Hughes.	150	.....	Pending.
Grand total.....	.....	473,734	334,225	

- ¹ Undisclosed.
- ² Matter in abeyance.
- ³ Mediation asked for after company had secured a full complement of help.
- ⁴ Impossible to estimate.
- ⁵ Copy of testimony submitted to the Assistant Secretary of the Navy, who promised to issue instructions to commandants of yards to post notices covering rules worked out.
- ⁶ Men went back to work at same rate of wages and conditions of employment they had prior to strike.
- ⁷ Commissioner reports shops and repair yards operating with full force, some of the strikers having returned to work at an increased rate of pay and some having secured work elsewhere.
- ⁸ Adjusted by mediation board of Ohio.
- ⁹ Two dairies signed agreement; balance, five dairies, operating with nonunion drivers.
- ¹⁰ Adjusted before commissioner arrived.
- ¹¹ Strike declared off by Shingle Weavers' Union with understanding that business men would use their best efforts to induce mill owners to grant increases. Strike declared on again later because of failure to gain increases.
- ¹² Strike lasted only 3 days and was dropped by Western Federation of Miners.
- ¹³ Plant operating under open-shop policy.
- ¹⁴ Commissioners requested traction officials to withdraw their demand for the signing of what is known as a "master and servant" contract, which they refused to do, the employees standing just as firm against signing it. Commissioners withdrew from case.
- ¹⁵ Commissioners found upon arrival that shops were fully manned and that strikers were employed elsewhere.
- ¹⁶ The company expressed a desire to take back all men who had left their employ, as they much preferred their skilled help.
- ¹⁷ Matter referred to arbitration. Cause of strike: Whether 10 per cent bonus granted by Operatives' Association of district No. 2 shall date from Jan. 1 or from Feb. 16, 1917. Award of arbitrators: Bonus to date from Jan. 1, 1917.
- ¹⁸ Clerks ordered back to work by president of union, as strike was illegally called. Many were taken back by company.
- ¹⁹ Strike declared off at request of commissioner.
- ²⁰ Strike declared off by White Rat Actors' Association, Apr. 10, 1917.
- ²¹ Controversy started 19 months before assignment of conciliator. Men who were on strike had scattered and obtained employment elsewhere. Employers had secured others to take their places, and claimed they were operating just as if nothing out of the ordinary had occurred.
- ²² Advance in wages of 2 cents per hour offered; 50 per cent of old men returned to work under these conditions and places of those who refused to return were filled with other men.
- ²³ Arrangements were made whereby the conciliator would be called in again should the situation develop to a point where the workers desired to take the matter up again with the company.
- ²⁴ Men who went on strike secured work elsewhere.
- ²⁵ Matter adjusted itself. Mediation undesired by company.
- ²⁶ Several rules and rates agreed upon, but company refused to enter into written agreement.
- ²⁷ Upon arrival commissioner learned strike had been adjusted.
- ²⁸ Settled before arrival of commissioner.
- ²⁹ All other building trades.
- ³⁰ Plant operating with full force under open-shop agreement.
- ³¹ Nothing to arbitrate.
- ³² Commissioner tendered good offices of department upon arrival, but learned matter had been settled.
- ³³ Matter adjusted in 4 shops, and agreement reached; agreement was subsequently broken.
- ³⁴ All lines of Baltimore & Ohio.
- ³⁵ Adjusted before arrival of commissioner.
- ³⁶ Commissioner on ground, but case adjusted without his assistance.
- ³⁷ Strikers' places filled. Company declined to consider the matter further.
- ³⁸ Adjusted by State board of Pennsylvania.
- ³⁹ Commissioner withdrew from the case. Strikers had secured work elsewhere.
- ⁴⁰ Settled before arrival of commissioner.
- ⁴¹ Several hundred.
- ⁴² Complaint no longer pertinent, in that construction work was completed.
- ⁴³ All other employees.
- ⁴⁴ Employers refused good offices of department. Commissioner withdrew from case.
- ⁴⁵ Commissioner withdrew from case as company refused to treat with strikers, but would reemploy such of them as they chose as fast as vacancies occurred.
- ⁴⁶ Matter in abeyance for present.

U. S. EMPLOYMENT SERVICE IN WAR WORK.

The extraordinary demand for "man power" on the industrial as distinguished from the military side of war preparations was responded to by the Department through its U. S. Employment Service as soon as the demand arose. Much of this demand was found to have been influenced more by eagerness for labor at low or inadequate wages relatively to the sharp rise in living expenses than by general labor shortage. But in some places, especially in the neighborhoods of munition establishments which had been serving European war demands at enormous profits, there was a genuine scarcity of labor for less profitable forms of production. On the whole the problem at first probably was less a problem of labor scarcity than of imperfect distribution.

EMPLOYMENT WORK FOR UNITED STATES SHIPPING BOARD.

Shortly after the declaration that a state of war existed between the United States and Germany a call came to this Department from the United States Shipping Board to locate and report on the number of ship carpenters, calkers, and other skilled ship workers in the United States available for immediate duty. Telegraphic instructions were sent at once to the offices of the Immigration Service and the U. S. Employment Service to list all experienced ship workers in their respective zones, and to that end to ask the cooperation of all newspapers and labor organizations in making known the fact that such information was desired. Within 10 days a list of approximately 19,000 skilled mechanics ready to respond to the call of the Government or firms engaged in shipbuilding under contract with the Government was filed in the Division of Information. The trades-unions in which shipbuilding mechanics held membership at once prepared registers of available workmen and have continued to keep such registers available, notwithstanding the fact that for several months such workmen were not called for. Many construction difficulties interfered and some shipyards had to be set up entire. Since that time the Division of Information has corresponded with every national and international trades-union, requesting that they establish a register of members whose services could be depended on for war emergency work at any time in the future. The response to that call was prompt, patriotic, and in every way cordial and satisfactory.

Reports now at hand indicate an impending call for not less than 150,000 skilled workers of many classes, involving over 30 mechanical trades, to serve in the various shipyards engaged in constructing vessels for the Shipping Board. The yards employed by the Shipping Board are scattered all along the water borders of the United States.

Several are on the Great Lakes and a larger number on the Atlantic and Gulf coasts from Maine to Texas. The remainder are on the Pacific coast. To secure the workers necessary a centralized employment system is highly desirable if not absolutely essential. Many of the yards are new and none are accustomed to using a general employment system. All that have had experience have been accustomed to depend upon individual efforts; and under the stress of the war they have engaged in disturbing competition for workers. Since, now, all these yards are constructing for a single customer, the United States Government, such competition obviously would be bad policy with reference to governmental interests. Consequently it has become necessary to establish several additional war emergency offices of the U. S. Employment Service and to employ traveling field workers and agents to locate qualified workers for the yards and to explain to the owners of the yards the best methods to obtain the full benefit of the central service which the Department of Labor offers.

CANTONMENTS.

Toward the close of the fiscal year the Department secured from the War Department a list showing the location of the Army cantonments and training camps to be constructed and the names and addresses of contractors to whom the work of erecting the cantonments and camps have been awarded. Instructions were issued by the War Department to its contractors to make known to the U. S. Employment Service the number and class of workmen they would require. Thousands of carpenters and other skilled mechanics, as well as skilled and unskilled laborers, have been directed to work of that character. Exact statistics on this point are not available, owing to the fact that the work is still in progress; but the matter has been under way long enough to warrant the statement that a full supply of competent workers has been found to complete these undertakings on time. Nor have the Department's efforts in this direction ceased; for prior to the completion of a given cantonment or training camp a representative of the Employment Service is detailed to go to the point where the work is being completed, for the purpose of registering the names, addresses, and occupations of the workmen about to be laid off, in order that they may be directed at once to other localities where their services are urgently needed in war emergency work. The number of workmen so registered in the month of September aggregated 146,930.

NORFOLK TRANSPORTATION SHORTAGE.

Early in July a serious labor shortage was reported to exist in the vicinity of Norfolk, Va., which threatened a disastrous loss of crops. Investigation by officers of the Department of Labor disclosed the

principal difficulty to be inadequate transportation. The Department of Labor brought the matter to the attention of the Food Comptroller who took it up direct with the owners of vessels plying in and out of Norfolk and at a later conference held in Norfolk the Department of Labor and the Food Comptroller were represented jointly. As a result of this conference two additional sailings weekly from Norfolk were obtained for the benefit of producers in the vicinity, and the loss of foodstuffs was thereby avoided. At the same time an additional officer was placed in the Norfolk employment office to aid in securing workers for local industries.

UNITED STATES PUBLIC SERVICE RESERVE.

The United States Public Service Reserve was created June 14, 1917, by the Secretary of Labor. This organization is planned to be a registration agency for patriotic citizens who desire to offer their services to the Government either with or without compensation and to work either directly in Government enterprises or in enterprises engaged in service for the Government. The application required of volunteers for membership in the Public Service Reserve is as follows:

I hereby apply for membership in the United States Public Service Reserve and ask it to register in its records the accompanying description of my training, experience, aptitudes, and capacity for service. Whenever the U. S. Public Service Reserve learns of a need in public or private employment for service in the national interest of a man of my qualifications, I request it to notify me with full particulars including duties and compensation and thereby afford me an opportunity to assist under the auspices of the Reserve. I make this application because I desire a practical opportunity in this war emergency to contribute personal service by doing work that will aid the general welfare.

The Reserve is empowered to place its lists, through the U. S. Employment Service, at the service of industries doing war work. The lists are classified, showing the experience and abilities of the members and are available for the ready location of men having particular qualifications.

Like the Boys' Working Reserve, the Public Service Reserve is designed to secure through decentralized methods a maximum of administrative freedom. The official force consists of a national director acting immediately under the supervision and control of the Secretary of Labor and of associate directors having advisory powers only, all being sworn officers in the Department of Labor.

The central offices of the Reserve have been established at 1712 I Street NW., Washington, D. C. All offers of service received by any Department or other branch of the Government are sent by arrangement to the United States Public Service Reserve, where they are concentrated, analyzed, classified, and recorded for convenient

reference. These records are made promptly available to all Departments of the Government.

Many thousands of offers received are filed and classified in this registration. The Public Service Reserve is a filing agency which supplements the regular U. S. Employment Service. It receives applications of men who, having present employment, are willing to shift to other occupations if by so doing they may be more serviceable to the Government in its present extraordinary needs. Its files will be used as a supplement to the files of the Civil Service Commission for use when the Government desires civilian servants who can not be obtained from the regular civil-service lists. In a similar manner it supplements the work of the U. S. Employment Service in providing help for employers for industries working on Government contracts. In a word, the registration of the Public Service Reserve constitutes a general reservoir of information concerning skilled workers of all grades so analyzed and classified that the exact kind of skill and experience desired may be made available when an emergency demands.

UNITED STATES BOYS' WORKING RESERVE.

When the President called upon tillers of the soil to extend their planted areas favorable responses came plentifully from every State. They were accompanied, however, by insistent appeals for farm help. To obtain this help many expedients were suggested. Volunteers offered advice and assistance, formulated plans, and projected organizations. Some of the many schemes seemed well adapted to the emergency; others, doubtless as well intended, were less encouraging. Of those proposed, most have been deferred as premature or abandoned as inappropriate or ineffective. Out of the confusion many extravagant notions got currency. There were fears, for instance, that the supply of adult farm workers would be depleted beyond remedy by the war; and suggestions for employing boys were apparently on the way to popular approval. Short school terms were suggested, even no schools at all, in order that children might be released from study to work on farms and in factories. This hysteria seemed for a time to threaten complete abandonment of the orderly processes of education, of efforts at vocational guidance, and of regulations of child labor with reference to working age, dangerous employments, and hours of work. It was in those circumstances that the Department of Labor organized the United States Boys' Working Reserve.

The structure of the organization is simple. Its director, William E. Hall, an unpaid volunteer for war service, acts under the Secretary of Labor as a sworn officer of the Department. In the several States there are State directors appointed by the Secretary of Labor

upon local recommendation. At national headquarters in the Department of Labor is a body of organizers, all volunteers, some unpaid and others serving at compensation below their ordinary earnings; and these are assisted by a corps of clerks. The entire cost of the organization has been extremely small. To the spirit of initiative among the workers in the Reserve the fullest play has been afforded by its methods, which, though under the control of the Department of Labor, are decentralized in operation. This liberality of management has produced gratifying results.

Although not organized until April 20, 1917, the Boys' Working Reserve has placed over 150,000 boys upon farms for seasonal work—boys from city life who otherwise would not have been able to render this national service. Most of them worked more than three weeks continuously. They thereby earned, in addition to fair wages, a bronze service badge conferred upon them by the Reserve.

By fixing the minimum age limit for membership in the reserve at 16 years the Department discouraged inconsiderate agitations for relaxing the established standards of child life. Only such boys as are over school age are put to work by the Reserve or even accepted for membership.

Through this organization, making use of the experience of our war allies with reference to schooling requirements and child labor, the Department already has recruited a large body of boys of sufficient age and strength to be put with safety at systematic work, and expects to multiply the number. By having this body in readiness for seasonal and other emergent employment a tendency to demand mobilization of young children for industrial service in connection with the war has been checked.

WOMAN LABOR FOR WAR INDUSTRIES.

Even before the declaration of war it became evident to a number of patriotic women able to finance such a proposition that conditions demanded the use of some central agency for the mobilization of woman workers. Demands for workers from concerns holding contracts with the European belligerents were so heavy, with the added certainty that if the United States became involved those demands would be multiplied, that these women were prompted to establish, as early as March, the National League for Woman's Service.

The purpose of the league was to collate and classify, so far as possible, all data touching the needs for woman workers on war contracts, as well as comprehensive lists of workers available, this information to be held for use by Government institutions or by officers of the Government in behalf of contractors in war materials. From its inception it was intended by its founders to be placed at the service of

the Government, and either to work in cooperation with or to be incorporated in a recognized and appropriate Government institution.

The U. S. Employment Service being the logical branch of the Government to conduct a work of this character, two weeks before the outbreak of hostilities the Department of Labor accepted a proffer made by the league of service vitally important to the Nation at all times, but especially so in the stress and strain of war.

In the mills and the factories upon which the Government had to count for its munitions and materials of war, which had to furnish the allies in large part with like supplies, and upon which the civilian population had to depend for its daily needs, there were nearly a million and a half woman wage earners. But notwithstanding the importance of these woman wage workers in winning the war, there is grave danger to industry, to labor, and to society unless at the very outset a discriminating control over the mobilization of woman labor in war industries is exercised. The demoralization of the labor market due to the transformation of so large a proportion of the country's industries into manufactories of munitions, implements, and materials of war, added to the vast requirements of shipyards and cantonments, was accentuated by the withdrawal from industry of more than half a million men affected by the draft. The dangers to labor and to life, as well as to military success lay in the overstraining of the regular workers and in an unintelligent draft of industrial recruits.

Highly essential as a measure of preparedness is a knowledge of the place women occupy and the conditions under which they are employed in the industries most intimately connected with war contracts. No less important is a knowledge of the woman labor supply.

It was urgently necessary at the very beginning of the war to develop a system of so assorting and collecting the data involving both man and woman labor on war contracts as to present a clear chart of the location and character of the war industries and the present and prospective need for woman labor therein. This was the immediate necessary preliminary of supplying the woman labor necessary to the dispatch of war orders under reasonable working conditions, and serves to guard against evils which will be difficult to eradicate if they are allowed to grow until the pressure of war emergencies makes every effort at correction to appear in the light of obstructive tactics.

Obviously such work demanded an investment of money in trained service. At the time the United States severed diplomatic relations with Germany the Department of Labor did not have funds to do this work without seriously crippling other activities of equal importance. When, therefore, the National League for Woman's Service put its offer of assistance in the form of an adequately financed plan which accorded with sound principles, the tender was accepted on

condition that all the activities of the League affecting wage-earning women should be subject to the control of the Secretary of Labor, and that the Department should have an official representative on the governing board of the bureau which the league established in Washington for putting the plan into effect. The Secretary of War and the Secretary of the Navy consented to furnish this Department with a list of all contracts, to be used by the U. S. Employment Service and the bureau of registration and information of the National League for Woman's Service as a basis for the mobilization of woman labor for war industries.

Through the arrangement with the National League for Woman's Service the Department was enabled to get promptly under way the initial work of organization and development of methods of getting in touch with and supplying woman labor needed in war industries. The work involved the assortment and collation of over 2,000 contracts a month from the United States Government, communicating with firms holding the orders to ascertain the status of the woman labor supply and the conditions of labor, and instituting labor recruiting campaigns to supply actual shortages in woman labor.

The placements of woman workers, including placements made for war work through this cooperative arrangement with the National League for Woman's Service, are included in the report of the Division of Information herewith transmitted as an appendix to the report of the Commissioner General of Immigration.

An analysis of the thousands of calls for woman labor on war contracts shows that, aside from the making of munitions, the work for which women are most needed in war industries is woman's world-old work—spinning, weaving, knitting, sewing, and conserving of food. Of course they are called upon to do it under modern industrial conditions, in mills and factories equipped with power-driven ring frames, looms, and knitting or sewing machines. But woman's work is the same; only her tools have changed. The war has given an added importance to her ancient task and emphasizes the responsibility of this Department to see to it that her efficiency does not fail in this the Nation's emergency through lack of effective attention to the conditions which surround her labor.

In line with the agreement made with the National League for Woman's Service, the Department, on October 1, 1917, took over a part of the work which had been carried on for six months by the league. The specific phases of the league's work so transferred were: (1) Continued assortment and collation of data on war contracts involving woman labor; (2) sending contracts exclusively to agents of the U. S. Employment Service; (3) collection of information as to requests for woman labor in war industries; (4) determination of the legitimacy of such requests; (5) the exclusive initiative (though

cooperation may be invited and secured from State, municipal, and private agencies) in recruiting the labor of women in response to such calls as the Department shall decide to be legitimate.

In order that there might be a minimum of dislocation of the work in the process of transfer, that part of the staff from the league's Washington bureau which had been concerned with the handling of the data on war contracts was taken over. Although the transfer of these activities relieved the National League for Woman's Service of a large part of its burden, it has consented to continue official relations in order to assist the Department to secure industrial recruits and to induce women to take training in industrial occupations whenever the Secretary of Labor shall decide that such campaigns are necessary.

GRAIN-BELT HARVEST.

During three successive seasons, beginning with that of 1914, the Department of Labor helped in finding harvesters for the great wheat belt, which extends from Texas to the Canadian border. For the harvest of 1917 it cooperated with the Department of Agriculture under a memorandum of understanding made April 24, 1917, between the two departments. With local authorities, railway officials, and other public and private interests these departments worked together in the fields of Texas, Oklahoma, Kansas, Nebraska, Missouri, Iowa, Minnesota, Montana, and the Dakotas. Splendid results followed, not a bushel of grain being lost for lack of harvesters. The cooperation did not end with American harvests. By agreement with the Canadian Government the two departments extended their service across the Canadian line in aid of harvesting the wheat crops of Manitoba and Saskatchewan, in return for which Canada helped the United States to obtain extra workers for the potato crop and lumbering operations in Aroostook County, Me.

Owing especially to the world-wide scarcity of foodstuffs and the necessity for harvesting every head of wheat, early action had been taken by this Department in making plans. On February 3, 1917, a representative of the Department proceeded to Kansas City, Mo., to confer with the officer in charge of the U. S. Employment Service there and to attend a meeting of the National Farm Labor Exchange, which convened in Kansas City on February 5. The National Farm Labor Exchange, as has been explained in previous annual reports, is composed of State officials representing the States of Oklahoma, Kansas, Missouri, Nebraska, Iowa, South Dakota, and North Dakota and representatives of this Department. The principal object of the National Farm Labor Exchange is to provide an organization to cooperate in securing a sufficient number of competent workers to harvest the grain crop without loss of product and without conges-

tion of workers at any point in the harvest fields. An important feature of the conference at Kansas City was the fact that representatives of railway lines entering the harvest fields were invited to attend one session. At that meeting arrangements were made whereby railway lines entering the wheat belt through Kansas City would cooperate with the U. S. Employment Service at that point, and that lines entering the State of Kansas north of Kansas City would cooperate with the State commissioner of labor at Topeka. It was arranged that representatives of the railroads who should receive information of any shortage of labor should report that fact to public employment offices, either Federal or State, rather than to private labor agencies, as had been the practice in some cases heretofore. In other respects the plans for handling the harvest-hand situation for the season of 1917 followed closely those of previous years; that is, that the Kansas City office of the U. S. Employment Service should be regarded as the main distributing point for harvest hands and that the Department's representative there would be in daily touch, through State officials and cooperating organizations, with all portions of the wheat belt.

As in the two years preceding, bulletins were issued by the Division of Information based on information furnished by the Kansas City office and transmitted to all first, second, and third class post offices in the United States to be posted on bulletin boards. Persons interested in the information contained in the bulletins were requested to communicate with the Department's representative at Kansas City or with the appropriate State official before proceeding to the harvest fields, and all persons who intended to enter upon the harvest work were advised to purchase railway tickets by way of Kansas City—where this could be done without additional expense—for the purpose of conferring with the Federal officer there. That official, being in direct and daily communication with places where the harvest actually is under way, is able to direct the newcomers to localities where their services are needed and to advise them to avoid communities where sufficient help is already on the ground. As the season advances the Department's representative at Kansas City opens temporary offices at points farther north, such as Wichita, Kans., Sioux City, Iowa, and Mitchell, S. Dak. In this way he is enabled to direct harvest hands as they finish the work in one locality to places farther north, where the harvest is just getting under way.

Notwithstanding the alarming reports as to shortage of farm labor which emanated from reliable sources in the early spring, the Department's representative at Kansas City reported on July 6 as follows:

The season opened in Southern Kansas about June 18; and work in the wheat fields is now going on in all sections except in the extreme northwestern part of the State, where work will commence about July 15. Thrashing is now going

on in the southern tier of counties. We have been in close touch with all points of the wheat belt, using the telegraph and long-distance telephone freely. To date we have directed approximately 2,300 harvest hands, a great majority of whom have gone to work in Kansas. Wherever we have been able to learn that men were needed such localities were furnished help without delay, and I do not believe that any community has really suffered from lack of hands. On the other hand, but very few communities have reported a surplus of men, and then but small numbers, and when such a condition has been brought to our notice we have been able to direct the majority of them to points where they were needed.

The importance of saving the entire wheat crop, particularly in view of the present emergency, can not be overestimated, and as an evidence that the methods adopted resulted in directing a sufficient number of workers for that purpose to the scene of operation, the following résumé of telegraphic reports received at the close of the harvest season from State officials and the Department's representatives is presented herewith:

From W. G. Ashton, State commissioner of labor, Oklahoma City, Okla.: Harvest over. Farm labor conditions satisfactory; will advise if help is needed.

From W. H. Lewis, State commissioner of labor, Jefferson City, Mo.: Harvest about over; no calls coming in for help. State has all the help it needs.

From P. J. McBride, State commissioner of labor, Topeka, Kans.: Harvest over; no shortage; farm labor condition in good shape.

From George E. Norman, State deputy commissioner of labor, Lincoln, Nebr.: Received from 1,000 to 1,500 applications for help; no particular shortage until corn picking. More hands needed in hay country. Think State can handle it.

From A. L. Urick, State commissioner of labor, Des Moines, Iowa: Situation pretty well in hand; no help needed at this time.

From Charles McCaffree, State commissioner of immigration, Pierre, S. Dak.: Reports show plenty of help now in all sections and good character of men; larger demand next week in northeast section of State. Best plan to continue present system and offices. From 5,000 to 7,000 workers going north.

From J. N. Hagan, State commissioner of labor, Bismark, N. Dak.: Harvest beginning; need 1,500 men; men coming slow. Crops poor in western and central part of State. Handling situation well. [As South Dakota reports workers going north, the needs of North Dakota will thus be met.]

From A. L. Barkman, director of employment, Kansas City, Mo.: Demand for farm hands Oklahoma, Kansas, Missouri, light; Iowa, Nebraska, South and North Dakota, normal. Harvest and thrashing virtually finished in Oklahoma, Kansas, Missouri, South Dakota, Nebraska, and Iowa; thrashing commenced North Dakota; cutting and thrashing labor supply adequate where wages right.

COTTON AND CORN PICKERS.

Since the close of the fiscal year 1917 the Department has assisted in harvesting the cotton crop. About the middle of August it was informed that in the Imperial Valley cotton and corn district several thousand farm laborers would be needed to harvest the cotton and corn crops and requested to advise where such labor could be secured within 30 to 60 days. The matter was promptly taken up with the

representative of the U. S. Employment Service at San Diego, Cal., who recommended the issuance of a bulletin with respect to the need for these farm laborers. Accordingly, on August 27 the Department, through its Division of Information in the Bureau of Immigration, issued a special bulletin to the effect that the cotton growers of Imperial Valley, Cal., required from 1,500 to 2,000 families experienced in raising and picking cotton; that the season would begin about September 20, and that competent workers would be given work the year around; also that a great number of farm hands would be needed to harvest the corn crop. Persons interested in the matter were instructed to communicate with the U. S. Employment Service at San Diego, Cal., for full particulars before proceeding to the work. These bulletins were sent to all postmasters in the States of Oklahoma and Texas with the request that they be posted on the bulletin boards in the respective post offices and that public attention be called to their contents through the press. On the date of the preparation of this report the work of directing farm labor to the Imperial Valley was under way, but no information had been received at the Department as to the number responding to the notice contained in the bulletin. The indications are, however, that the success which attended this method of handling the situation in the fall of 1916 will be repeated this year.

SEASONAL ORCHARD AND VINEYARD WORKERS.

From the State industrial commission of New York the Department received a call in August for a detail of experienced men to cooperate with the State employment service in aiding the farmers of that State to secure the labor needed. As the special harvest service in the wheat-growing States of the Middle West had been completed by that time, the officer of the U. S. Employment Service who had supervised the harvest work was instructed to proceed to the State of New York for the purpose of conferring with the New York State Industrial Commission and recommending such action with the U. S. Employment Service as would aid the farmers of that State in securing a sufficient supply of labor. After the arrival in New York he ascertained that the greatest demand for additional farm labor would be in the apple and peach orchards and the potato fields from Rochester westward and for grape pickers in the western counties. To meet the situation he proceeded to Lockport, N. Y., and opened a temporary office in cooperation with the U. S. Employment Service at Buffalo, the Niagara County Farm Bureau of the Department of Agriculture, the New York State Food Supply Commission, and the State bureau of employment. On September 25 the Department's representative at Lockport reported that at the close of the eighth working day at

this temporary office 700 men had been placed in the peach orchards of Niagara County. He stated further that the men were secured through liberal advertising in the way of posters and newspaper announcements and through the valuable cooperation given by the Buffalo office of the U. S. Employment Service. He also reported that the Niagara County Farm Bureau was very grateful for the assistance rendered, as the peach crop was very heavy and the serious shortage of labor was filled. He stated that the fruit growers had been told that some 1,500 schoolboys would be available for this work, but that it developed that the farm cadet bureau was able to muster only about 200. He expressed the belief that the situation had been met and that no grower would suffer financial loss through lack of help. On October 1 the temporary branch office at Lockport was discontinued, having placed in employment in the peach orchards during its existence 948 persons.

After completing the work at Lockport the Department's representative proceeded to Westfield, N. Y., where it was estimated that 3,000 persons would be needed to pick grapes. The office room for this purpose was donated by one of the banks. The farm bureau furnished the posters and the growers' association paid for advertisements announcing the establishment of the office. Owing to the fact that a great number of persons would be needed for the grape harvest in a short space of time, the Department detailed an additional employee to the temporary office at Westfield. At the time of preparing this report the work in connection with the grape picking had not been completed, but information has been received to the effect that no difficulty is being experienced in filling orders for help.

LABOR FOR THE POTATO FIELDS OF MAINE.

At the suggestion of certain State officials in Maine with whom the Department is cooperating in employment matters, an experienced employment officer was detailed to that State in the early part of August to assist in furnishing a sufficient supply of labor for the potato-growing district in the northern part of Maine. A temporary office was opened in the city of Bangor and active steps taken to direct the necessary help to the work in question. On September 10 the Department's representative reported that the situation as to help for the potato harvest was satisfactory; that owing to the loss from rust the demand for help would not be as great as conditions earlier in the season indicated. He reported, moreover, that the fields already had been visited by frost and that so far as potato picking was concerned there was sufficient labor in sight for the short crop. The number of workmen directed to the potato fields has not yet been reported to the Department, but from the foregoing it will be seen that no loss occurred due to shortage of labor.

COOPERATION WITH THE UNITED STATES CIVIL SERVICE COMMISSION.

Following a conference held at the Department of Labor between the Secretary of Labor, the Civil Service Commission, the Commissioner General of Immigration, and other officials concerned in the matter a memorandum providing for cooperation between the Civil Service Commission and the U. S. Employment Service was approved by the Secretary of Labor and the Civil Service Commissioners March 30, 1917. Under this memorandum the field offices of the U. S. Employment Service have worked in conjunction with the district secretaries of the Civil Service Commission in advising applicants for employment of opportunities existing in navy yards, arsenals, and similar governmental institutions for artisans and mechanics. The memorandum entered into further provided that the commission should furnish to this Department information regarding all persons leaving private establishments to accept work with the Government, such as the nature of employment, the name and address of the last employer, and the salary received. When this information reaches the Department from the commission it is communicated at once to the representative of the U. S. Employment Service in whose zone the employer is located in order that appropriate steps may be taken immediately to fill the vacancy thus created in the private establishment. It also provided for furnishing to the U. S. Employment Service copies of all pertinent circulars and instructions issued; the use of the offices of the U. S. Employment Service to carry out the work of the commission in places where it had no representative; and for the designation of employment officers to sit with the commission's examining boards in the various localities. This plan has worked satisfactorily and has proved of benefit to the Government, to private establishments, and to the wage earners of the United States.

NEGRO MIGRATION.

With the coming on of war a stream of Negro migration from the Southern States caused much concern with reference to planting and harvesting the crops of that region. This movement had begun before the war. The attention of the Department was called to it in June, 1916. At that time it appeared that employers at the North, chiefly railway corporations, were inducing the migration in aid of their labor supply, the maintenance of which through immigration from foreign countries had fallen off enormously in consequence of the European war.

Some of the Negro migration northward had been through agencies of the U. S. Employment Service of this Department. Upon being informed of the circumstances the Department withdrew its facilities

from group migration, but, of course, continued to serve individual citizens regardless of race. It also set on foot, in the summer and fall of 1916, an investigation of the conditions causing this migration. For that purpose it utilized, in addition to the services of immigration and employment officials in the field, North and South, the services also of Charles E. Hall and William Jennifer, both of the Negro race and employees at that time of the Department of Commerce, which detailed them to the Department of Labor at its request. Messrs. Hall and Jennifer did good work in disclosing circumstances—at the North as well as at the South—the knowledge of which has been of much value to the Department in preparing for the later and more minute investigation which the larger migration in the midst of war conditions has made necessary. The problem then was a war problem as well as a labor problem, or more properly an acute labor phase of the war problem.

At the very outset of the war great concern from many sources was expressed over the probable loss to the Nation of Southern crops through the departure from that section of Negro workers in appalling numbers. Accordingly an investigation was instituted by this Department before the end of the first month of the war. James H. Dillard, of Charlottesville, Va., was requested to supervise an investigation, and he undertook to do so as a volunteer at this national crisis. Dr. Dillard, who is a graduate of Washington and Lee University, and was formerly a professor and the dean in Tulane University in Louisiana, is now and for some years has been president of the Jeanes and the Slater Funds for Negro education in the South. He makes the following preliminary report, his full report—which will include the reports of his assistants—being now in course of preparation:

In the latter part of April the Secretary of Labor decided to make an investigation of the migration and asked me to supervise it. From that time during trips through the South I began to make inquiry, with the result that the importance of the movement became more and more evident and seemed to justify the engagement of special investigators who for a time might devote their whole attention to the task.

Mr. R. H. Leavell, of Mississippi, a graduate of the State University and at one time professor in one of the State institutions, had offered his services to the Department. In addition the following were engaged: Mr. T. J. Woofert, jr., of Georgia, a graduate of the University of that State and recently engaged as assistant in the preparation of the report issued by the Bureau of Education dealing with Negro schools; Mr. T. R. Snavely, of Virginia, a graduate of Emory and Henry College and also of the University of Virginia, author of a recent report on Negro Taxation, published by the University under the Phelps-Stokes Foundation; and Mr. W. T. B. Williams, of Hampton, Va., a graduate of the Hampton Institute and of Harvard University and field agent of the Jeanes and Slater Funds. A little later Prof. Francis D. Tyson, of the University of Pittsburgh, offered his services. Mr. Leavell was assigned to the

States of Mississippi and Louisiana; Mr. Woofter to Georgia and South Carolina; and Mr. Snavely to Alabama and North Carolina. Mr. Williams, a colored man, for many years engaged in educational work among the people of his race throughout the South, especially in the line of industrial education, was assigned to no particular territory. Prof. Tyson naturally was assigned to the investigations of the conditions in the North affected by the migration. The Southern States which seemed to require most attention were Mississippi, Alabama, and Georgia, from which States the largest exodus has occurred, and Messrs. Leavell, Snavely, and Woofter found that within the time at their disposal, about two months, it was possible for them to see but little of the second States assigned. The work was done in the months of June, July, August, and September—mainly during July and August. Four of the reports have been completed, and these, with the fifth and my comments, will be published as soon as possible.

The purpose of the investigation was to ascertain the extent of the migration, its causes, and its possible results, and to inquire whether in cases of actual shortage of labor, especially of farm labor, there possibly might be some mobilization of workers from other sections or from cities and towns. The last-named purpose, that of looking into and endeavoring to supply immediate needs, was carefully considered; but in no particular section or case where a shortage of labor was discovered was any direct effort to import strange labor at this season found to be practicable. Suggestions for preventing shortage another season are discussed in the reports. Meantime it may be said that all agree in the opinion that on the economic side there necessarily must be some increase of wages, and, on farms and plantations, better understanding and accounting between landlord and tenant, better housing and gardening, and more intelligent adjustment to crop rotations, and to necessary changes in methods of agriculture.

STATE ZONES.

On May 1, 1917, an order was issued modifying the method under which the U. S. Employment Service was divided into 20 zones and establishing the principle that State lines constitute zone boundaries.

Elsewhere in this report will be found a list of all zone offices and subbranches of the Employment Service, from which it appears that there are but seven States in which an active employment office has not been established. Coincident with the establishment of new employment offices the Department has reached an understanding in employment and allied matters between executive officers of many States and municipalities.

STATISTICS.

The statistical records of the Division of Information for the last five months of the fiscal year, February to June, 1917, inclusive, are shown in the following table. A reference thereto discloses the fact that the placements in the month of March exceeded those of February by nearly 10,000, and that for each month since there has been a gradual increase in the activities of the Employment Service.

Month.	Opportunities.		Applications for work.		
	Applica- tions received.	Persons called for.	Persons applying.	Referred to employ- ment.	Actually employed.
February.....	12, 473	28, 482	29, 701	23, 537	18, 367
March.....	21, 367	36, 950	33, 933	35, 452	27, 271
April.....	22, 664	42, 074	39, 247	37, 451	28, 745
May.....	22, 004	46, 125	48, 099	41, 301	32, 061
June.....	20, 449	51, 718	43, 145	40, 078	32, 530
Total.....	98, 957	205, 349	194, 125	177, 819	138, 974

U. S. EMPLOYMENT SERVICE PRIOR TO THE WAR.

The U. S. Employment Service was established by the Department of Labor in 1914. Authority for it is derived from the statutory powers of the Division of Information in the Bureau of Immigration,¹ supplemented by the broader statutory powers of the Department itself with reference to the interests of wage earners.² This service originated in a small way in 1907 with the creation of the Division of Information, as noted above, which began operations through the establishment of a public-employment system in connection with the immigration station at New York.

Harvest-hand situation, 1916.—At the beginning of the fiscal year 1917—that is, on July 1, 1916—in addition to the regular employment work, special attention was being given to the direction of the necessary help to harvest the grain crops in the agricultural States of the Middle West. This work is in a sense a special service and is conducted by a representative of the U. S. Employment Service stationed at Kansas City, Mo., in cooperation with an organization known as the National Farm Labor Exchange, which is composed of State officials in the principal wheat-growing States.

The report of the Federal officer in charge of this work for the season of 1916 discloses the fact that officers under his supervision received 179 applications for harvest hands calling for 42,281 men; that he received applications for work from 8,085 men, all of whom were directed to the harvest fields, and that definite advices were received that 4,859 men reported for work and were employed.

The plan followed in securing the men for the harvest fields may be described briefly as follows: When in the spring the season is far enough advanced to enable farmers to estimate the number of additional harvest hands they will need, these figures, together with information concerning the wages to be paid, the date the harvest commences, and the exact location of the work, are carefully gathered

¹ An act to regulate the immigration of aliens into the United States, approved Feb. 20, 1909, sec. 40. Also "An act to regulate the immigration of aliens to, and the residence of aliens in, the United States," approved Feb. 5, 1917, sec. 30.

² Act to create a Department of Labor, Mar. 4, 1913, sec. 1.

by the Federal officer in cooperation with the representatives of the National Farm Labor Exchange, heretofore referred to, and the information thus obtained is reported to the Division of Information of this Department in Washington, where it is put in the form of a bulletin and transmitted to all first, second, and third class post offices in the United States for the purpose of being displayed on bulletin boards. Manifestly under this arrangement it is impossible to keep a statistical record of the number of harvest hands who respond to the notice thus given; but it is known that of the approximately 91,000 harvest hands reported as needed to gather the grain crop for 1916 a sufficient number reported for duty to meet fully the demand for harvest help.

Cotton pickers for Imperial Valley, Cal.—Another special service rendered to agriculturists during this period was the issuing of a bulletin under date of November 28, 1916, regarding the need for cotton growers and pickers in Imperial Valley, Cal. A bulletin was prepared and mailed to all postmasters in Oklahoma and the principal cotton-growing districts of Texas to the effect that from 500 to 1,000 white families, experienced in raising and picking cotton were required; that compensation for picking would be at the rate of from \$1.25 to \$1.55 per hundred pounds; and that interested persons could secure full particulars by writing to the inspector in charge, U. S. Employment Service, San Diego, Cal. On December 18, 1916, the inspector in charge at San Diego reported that responses to the bulletin had been quite numerous; that he had up to that time received 216 replies, and that they were coming in at the rate of from 20 to 30 per day. It was his opinion that as a result of the distribution of the information heretofore described the cotton growers of Imperial Valley would secure all the competent help they needed.

Mexican refugees.—In the summer of 1916 information concerning the destitute and dependent circumstances of certain refugees arriving in this country from Mexico was brought to the Department's attention. Notice was thereupon given to all officers of the Immigration and Employment Services throughout the United States to communicate with the inspectors in charge at Galveston, Tex., and Los Angeles, Cal., with respect to unfilled opportunities for employment in their respective zones, especially those in which the employer expressed a willingness to advance transportation. This action was taken with a view to alleviating the conditions of the refugees by directing them to places of profitable employment. The records show that the employment officers of the Department in widely separated parts of the country entered heartily into the work of securing opportunities for employment for these unfortunate persons, many

employers agreeing to advance transportation. On October 25, 1916, when a final report on the subject was received from the Department's representative at Galveston, Tex., all save three of the refugees who had expressed a desire to secure employment were engaged permanently in gainful occupations. On account of age or physical disability the three remaining unemployed were unable to accept the work offered them.

Employment for returning guardsmen.—The activities of the U. S. Employment Service on February 1, 1917, embraced a much broader scope and presented a more animated appearance than had been the case for the same month in previous years. At this period the normal work of the service had been greatly stimulated by demands for skilled mechanics in munition factories as well as for navy yards and arsenals.

At this time, too, the members of the National Guard who had been on duty on the Mexican border were being returned to their homes and mustered out of the Federal service. For the purpose of securing employment for such members of the guard as had no positions awaiting them, instructions were issued to all field officers of the U. S. Employment Service to take the matter up with the military authorities and other public organizations within their respective zones with the view to rendering all assistance in the power of the Employment Service to accomplish that result. Instructions were given in connection with the foregoing order also to render all possible aid in securing employment for wage earners in the families of the guardsmen who were still on duty on the Mexican border. With the idea of cooperating with the War Department in securing information as to the date when guardsmen would be returned to their respective homes, a representative of the Department was designated to give personal attention to this matter and to take charge of the important task of securing employment for the District of Columbia guardsmen. Approximately 50,000 National Guardsmen were returned to their homes from the Mexican border during the months of February and March, 1917, 1,300 of whom returned to the District of Columbia. Of the latter number 530 applied for work, and employment was found for 457. Using the results achieved in the District of Columbia as a basis, it is estimated that 20,384 returning guardsmen applied to the U. S. Employment Service for work, and that 17,577 were directed to employment.

Statistics.—The following table shows by months the number of opportunities, number of persons applied for by employers, number of applicants for work, number referred to employment, and number actually employed for the period from July 1, 1916, to January 31, 1917:

Month.	Opportunities.		Applications for work.		
	Applica- tions received.	Persons called for.	Persons applying.	Referred to employ- ment.	Actually employed.
July, 1916.....	10,929	31,456	31,684	25,719	20,900
August, 1916.....	12,488	35,472	31,615	27,291	21,486
September, 1916.....	12,796	32,376	30,781	26,085	20,909
October, 1916.....	16,191	34,799	33,465	29,879	23,377
November, 1916.....	12,588	26,317	27,483	24,703	18,897
December, 1916.....	11,855	25,575	31,295	24,411	19,373
January, 1917.....	13,687	27,466	32,951	26,382	19,733
Total.....	90,534	213,461	219,524	185,370	144,825

Notwithstanding the fact that as a rule the winter months are inactive ones so far as employment is concerned, it will be seen that the number of placements made in December and January compares very favorably with the previous months of the fiscal year.

Tabular statement for all fiscal years.—Following is the tabular statement by the Division of Information of its activities for the fiscal years July 1, 1908, to June 30, 1917:

Fiscal year.	Opportunities.		Applications for employment.		
	Applica- tions for help.	Number applied for.	Applica- tions for work.	Referred.	Actually employed.
1908 and 1909.....					5,008
1909.....			26,477		
1910.....			18,239		4,283
1911.....			30,657		5,176
1912.....			26,213		5,807
1913.....			19,891		5,025
1914.....			19,393		3,368
1915.....	¹ 2,409	¹ 7,427	90,119	¹ 8,883	11,871
1916.....	25,645	107,331	184,032	84,963	75,156
1917.....	189,491	418,810	413,649	363,189	283,799
Total.....	217,545	533,568	828,670	457,035	399,493

¹ For months of May and June only.

READJUSTMENTS OF THE U. S. EMPLOYMENT SERVICE.

Authority.—The purpose clause of the organic act of the Department¹ is the principal statutory authority for creating the U. S. Employment Service. This clause requires the Department of Labor “to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.” No language could prescribe more plainly the duty of opening opportunities to wage earners for securing profitable employment through an employment service such as the Department has established and

¹ An act to create a Department of Labor, approved Mar. 4, 1913.

Congress has recognized.¹ But when in the early summer of 1914 it became necessary to meet an industrial emergency, the Secretary had no appropriation for carrying that statutory duty into effect. The nucleus, however, for such a service had been created as early as 1907 in the Bureau of Immigration.

In the enactment of the immigration law of that year the recognition of the need for a Federal employment service had not extended further than the desirability of making a wise distribution of aliens. This idea was conspicuous in the labor-distribution clause of the immigration act.² By that clause a Division of Information was created in the Bureau of Immigration, the duties of which were declared by the clause to be, among other things, "to promote a beneficial distribution of aliens," to "gather from all available sources useful information," to "publish such information in different languages," and to "distribute the publications among all admitted aliens who may ask for such information at the immigration stations of the United States and to such other persons as may desire the same." When the Department of Labor was created it found that, upon the basis of this authority, a public employment service organized in the Bureau of Immigration in 1907 by the Division of Information, had for seven years maintained a public employment office in the City of New York.

When, therefore, it became necessary in 1914 to meet an industrial emergency requiring a Federal employment service, the Secretary of Labor adopted the Division of Information as the departmental agency for that purpose.³ His statutory authority for doing so

¹ Urgent deficiency act of October, 1917. Under the general division "Department of Labor" in that act, subtitle "Distribution of labor," an emergent appropriation is made to the Secretary of Labor to enable him "in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners," etc.

² An act to regulate the immigration of aliens into the United States, approved Feb. 20, 1907, sec. 40.

³ Third Annual Report of the Secretary of Labor, page 83: From its creation in 1907 until the latter part of the fiscal year 1914 the Division of Information engaged in the distribution of aliens and others in a restricted way under its limited powers. During that period it built up a distribution branch in New York City which has served not only its own purpose but the purpose also of a model for the other distribution branches which the Department has since established. This extension of Federal distribution work began with the latter part of the fiscal year 1914. The State labor commissioner of Oklahoma had made telegraphic inquiries of the Department on March 25 of that year as to the possibility of supplying harvest help to his State. "We will need," he telegraphed, "from 12,000 to 15,000 men at from \$2 to \$2.50 per day, with board, to help harvest our wheat and thrash same; and 85 per cent of the men so employed will be given employment in this State by the farmers in handling the various forage crops, which promise a big yield at this time, thereby guaranteeing from four to six months' steady work." The commissioner added: "The State will maintain free employment offices at Oklahoma City, Enid, Alva, Woodward, Frederick, and other points in the State to help distribute the men, and any publication you can give this matter through your department will be greatly appreciated by the citizens of this State." Responding immediately to that telegram the Department caused it to be embodied in a bulletin—for display in post offices and publication in newspapers—which notified persons desiring harvesting employment to apply to the State employment offices named in the telegram. This publicity immediately brought similar appeals from Kansas, Missouri, and South

appears in part in the section of the immigration law of 1907 creating the Division of Information.¹ While this section authorized the Commissioner General of Immigration to establish the aforesaid division, it placed the division under the direction and control of the Secretary of Labor and required him to provide the necessary clerical assistance. The Division of Information thus created by section 40 of the immigration act of 1907 has been continued by section 30 of the immigration act of 1917; and by section 23 of the latter act its functions were placed under the direction of the Secretary of Labor. Further authority for adopting the Division of Information as a departmental agency for performing its long-established employment functions appears in section 161 of the Revised Statutes, which authorizes the head of each department "to prescribe regulations, not inconsistent with law, for the government of his department, the conduct of its officers and clerks, the distribution and performance of its business, and the custody, use, and preservation of the records, papers, and property appertaining thereto." According to opinions of the Attorney General this provision of the law seems to recognize "no limitation to the right of the head of a department to demand service of his subordinates,² such department head having full "right to say what officers and clerks under him shall do or not do, so long as he does not go contrary to the law."³ * * *

Process of development.—Thus continuing the established policy regarding the functions of the Division of Information and through the Secretary's action under the urge of industrial need in 1914 in compliance with the law so construed, the U. S. Employment Service has grown from its one agency in New York in 1907 to an extensive national organization with scores of public employment stations.

Dakota. Thereupon the Department issued a further bulletin for display in post offices and publication in newspapers. It was the second bulletin in general substance (that with reference to Oklahoma having preceded it), but the first in the systematic plans of the Department to promote the welfare of wage earners of the United States in this way. * * * Another initial experiment, almost coincident in point of time, had to do with displaced factory workers. Having directed the facilities of the Division of Information to the relief of wage-earning victims of the disastrous fire of June 25, 1914, at Salem, Mass., the Department demonstrated its ability to assist wage earners thrown out of employment and made homeless by public calamities, and to do so without displacing or otherwise injuriously affecting other wage earners. Upon receipt of an application of the local relief committee the Department notified 695 manufacturers of boots and shoes and 918 manufacturers of cotton textiles—some by telegram and others by letter—in New York, Pennsylvania, New Jersey, Delaware, Maryland, and the New England States of the industrial circumstances at Salem, and asked if employment could be offered. The replies were numerous and gratifying, and in their results so far helpful, that from July 14 the number of unemployed at Salem rapidly dwindled. * * * Favorably impressed with the results of both those experiments, which had terminated near the close of our second fiscal year, the Department began, through the Division of Information and with the aid of its supervisory bureau, the Bureau of Immigration, to organize public employment exchanges upon the national scale which it has ever since been developing.

¹ Sec. 40.

² 20 Opinions of the Attorney General, 728, 729.

³ 19 Opinions of the Attorney General, 401-403.

In the process of development, however, it became evident that the nominal connection of this service with the Bureau of Immigration is a handicap for general employment purposes. A popular impression seemed fixed and irremovable that only immigrant workers and employers wanting immigrant workers were being served. Thus the immigration service has overshadowed the employment service in the public imagination. These and other reasons made it desirable to divorce the U. S. Employment Service from the Bureau of Immigration, and bills of like tenor to create a national employment bureau in the Department of Labor were introduced by Representative Nolan and Senator Phelan in their respective Houses of Congress. These bills had been submitted to the Secretary and he had approved them. The Nolan bill was reported favorably from the House committee, but neither bill has been voted on.

War emergency activities.—Meanwhile the war came. As war preparations proceeded the necessity as a war measure for a national employment service adequately financed was more than ever evident not only to officials of the Department of Labor but also to those of the other departments and to both labor and business organizations. Accordingly the Secretary of Labor submitted to Congress the following provision for insertion in the urgent deficiency bill, the amount having been arrived at upon careful estimates of reasonable and probable cost:

Miscellaneous expenses, United States Employment Service.—To enable the Secretary of Labor to carry into effect the purpose specified in the act approved March 4, 1913, entitled "An Act to create a Department of Labor," by advancing the opportunities of wage earners for profitable employment, to wit: For salaries of officers and employees in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, pursuant to section 13 of the sundry civil act approved August 1, 1914, traveling expenses, rental of quarters in the District of Columbia and elsewhere, including repairs and alterations thereto, contingent expenses, fuel, heat, light, telephone, and telegraph service, purchase of typewriters, adding machines, and other labor-saving devices, including their exchange, and all other miscellaneous items and necessary expenses not included in the foregoing, to be expended under the direction of the Secretary of Labor, and to be made immediately available and continue available for the fiscal year 1918: *Provided*, That the officers, clerks, and employees of the Division of Information in the Bureau of Immigration are hereby transferred to the United States Employment Service at Washington, D. C. (submitted), \$750,000.

This provision, though not reported out by the Appropriations Committee of either House, was inserted by the Senate as an amendment in the urgent deficiency bill with the proposed appropriation reduced from \$750,000 to \$500,000. Still further reduced as to amount, from \$500,000 to \$250,000, and somewhat altered in terms by the conference committee, the item was reported favorably

and, being adopted by both Houses, was signed by the President October 6, 1917, as follows:

Distribution of labor.—To enable the Secretary of Labor during the present emergency, in addition to existing facilities, to furnish such information and to render such assistance in the employment of wage earners throughout the United States as may be deemed necessary in the prosecution of the war, including personal services in the District of Columbia and elsewhere, per diem in lieu of subsistence at not exceeding \$4, traveling expenses, and rental of quarters outside of the District of Columbia, \$250,000.

The importance to the industries of the country of this appropriation for war emergency purposes will be recognized from the following documents offered by Senator Robinson, of Arkansas, on the floor of the Senate in behalf of the proposed appropriation:¹

COUNCIL OF NATIONAL DEFENSE,
Washington, September 13, 1917.

MY DEAR MR. SECRETARY: There was brought to the attention of the Council of National Defense at its meeting yesterday your plan for the expansion of the existing employment exchange system in the United States, and its details were given careful consideration.

The council heartily indorses the undertaking, and is of the opinion that it is essential as a war measure that such a project be inaugurated and an adequate appropriation provided as early as possible.

Very truly, yours,

NEWTON D. BAKER,
Chairman Council of National Defense.

HON. WILLIAM B. WILSON,
Secretary of Labor.

THE SECRETARY OF THE NAVY,
Washington, September 24, 1917.

MY DEAR SENATOR: In response to your request as to the value of the employment service of the Department of Labor, I desire to state that the exigencies of the war have called for a very large increase of skilled and unskilled workers in our navy yards and at naval stations. The Navy's demands have been much larger than can be obtained by the ordinary sources of supply. We have called upon the Labor Department, which has been effective, to secure for us labor of the character needed in the work the Navy is called upon to perform in making adequate preparations for the war in which we are engaged.

The Navy Department has no organization comparable to that of the Labor Department for doing this work, and the officers of that department have responded with such alacrity to our request that I feel at liberty to suggest that such appropriation as may be necessary be made for them to continue that work, certainly during the war.

Sincerely, yours,

JOSEPHUS DANIELS.

HON. JOSEPH T. ROBINSON,
United States Senate.

¹ Congressional Record Sept. 25, 1917, pp. 8116, 8117.

UNITED STATES SHIPPING BOARD,
EMERGENCY FLEET CORPORATION,
Washington, September 24, 1917.

HON. JOSEPH T. ROBINSON,
United States Senate, Washington, D. C.

MY DEAR SENATOR: In response to your inquiry as to the value of the employment service of the Department of Labor, I beg to say that the Emergency Fleet Corporation has entered into contracts for the construction of vessels under the authority of Congress, which, to accomplish the best results, require in the near future an increase of approximately 100,000 skilled and unskilled workmen in shipyards.

The Emergency Fleet Corporation has accordingly felt it absolutely essential to organize an "Industrial service department" for cooperation with its own contractors and all the shipyards of the United States which are now completing the requisitioned vessels on behalf of the Government. This industrial service department is largely dependent upon the cooperation of the Department of Labor and its employment service. The situation is an exigency of the first importance, and I earnestly request that the Department of Labor may be supplied with ample funds for this purpose as a war measure.

Very truly, yours,

W. L. CAPPS, *General Manager.*

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., September 17, 1917.

The honorable the SECRETARY OF LABOR.

SIR: This commission has received from the local offices of the United States Employment Service valuable assistance in locating men available for employment in mechanical trades and similar positions in navy yards and arsenals. It is believed that the Department of Labor can render a further assistance to the commission in its effort to obtain a sufficient number of stenographers and typewriters to meet the war needs of the Government. The demand for stenographers and typewriters is unprecedented in private business as well, and, if the commission is to keep abreast of the increasing requisitions of the departments, every agency which might help to increase the available supply must be employed.

The publicity which could be secured for the commission's examinations through the offices of the United States Employment Service would be of the greatest value to the commission in its work. The commission has literature describing its examinations for stenographer and typewriter positions, which can be furnished for distribution in any reasonable quantity. When inquiry is made at an office of the United States Employment Service concerning employment as a stenographer and typewriter, if the needs of the Government in this line were brought to the attention of the inquirer and his mind relieved of any impression it may have received concerning the difficulty of the examination and supposed "red tape" it is believed that a number of additional applicants for stenographer and typewriter examinations would result. The commission requests that the department instruct its agents along this line.

The commission appreciates the assistance the Department of Labor has given it, and will be grateful for its further cooperation.

By direction of the commission.

Very respectfully,

J. H. McILHENNY, *President.*

[Statement from Admiral Bowles to be read by Meyer Bloomfield, Sept. 20, 1917, United States Chamber [of Commerce] War Convention, Atlantic City.]

This notable convention, organized by the business men of America to consider the serious issues arising from the world war and ways to bring to the United States Government the support of organized business and industry, affords an unusual opportunity to make a statement which is pertinent to the purposes of the convention.

Only those who have been situated so as to follow the exertions of the United States Department of Labor in organizing the labor market, through its system of employment offices, so as to help farm, factory, railroad, and shipyard, employer and employee alike, with the opportunity to connect worker and work, can appreciate in due measure the value and success of these efforts.

But for the far-reaching help of this department both our Government and private persons would have been obliged to create a war-time agency, costing probably millions of dollars to administer (to say nothing as to the adequacy of such an instrument), all for the purpose of bringing information, order, and proper help distribution in the employment field.

The vital national need of speedy shipbuilding has nowhere received a more telling support than it has from the officials of this department and its agents scattered throughout the Union. Such support has been beneficial in equal measure to the Government, the shipbuilder, and the worker, both skilled and unskilled.

It is due the United States Department of Labor to make this public acknowledgment of its large contribution in a time of national emergency.

[Resolution adopted at the convention.]

XVII. EMPLOYMENT SERVICE.

Whereas in considering employment problems raised by the war the Chamber of Commerce of the United States finds imperative need for a common agency whereby employers may be connected with workers seeking employment; and Whereas the evidence of business men who have used it agrees that the United States Employment Service of the Department of Labor as such an agency is lacking for war emergencies only because too limited in extent: Therefore be it

Resolved, That the Chamber of Commerce of the United States approves the usefulness of the United States Employment Service and recommends that Congress sustain the said service by ample appropriation and direct its immediate extension as a war measure.

WASHINGTON, D. C., *September 23, 1917.*

HON. JOSEPH T. ROBINSON,

United States Senate, Washington, D. C.

DEAR SIR: I very greatly regret that the deficiency bill now before your committee does not carry the item appropriating \$750,000 for the United States Employment Service which the Secretary of Labor requested. However, the failure of the House Committee on Appropriations to include this item does not preclude your committee from taking this greatly needed constructive action.

The American Federation of Labor is deeply interested to have the system of employment exchanges in the Department of Labor made completely national and increasingly efficient. The members of the American Federation of Labor have

pledged and are giving their loyal service to the Government. To enable them with the slightest delay and economic waste to place their energies and trained abilities at productive effort a perfectly adjusted machine is vitally and fundamentally necessary, and the United States Employment Service is potentially such an agency.

I have been familiar with the splendid development of this service through several years. It has become invaluable to the best interests of industry. Now that the regular course of orderly events is disturbed by the pressure of war demands, such an employment service is as vitally necessary to our people as the similar service in England has proven to be to their industries.

Plans may be drawn for ships, but it must be realized that ships will not be built unless men are found to build them. Industries will be projected in vain unless behind the lathes and furnaces and at every guiding lever stands a trained and loyal American workman. The members of the federation offer their services unreservedly; but in order to make their services freely and fully effective liberal support by Congress of this employment work of the Department of Labor is imperative.

In the interest of our Government in this crucial time, I trust you will bring this matter to the favorable attention of the committee. Small as it is, the appropriation meets as important a war need as anything your honorable body has acted upon this season. Unless adequate provision is made for this purpose, as president of the American Federation of Labor as well as chairman of the committee on labor of the advisory commission of the Council of National Defense, I shall be deeply concerned for the success of the Government's construction program. My apprehension is shared by many.

Very respectfully, yours,

SAML. GOMPERS,
President American Federation of Labor.

The Department of Labor is now administering the aforesaid appropriation of \$250,000—in accordance with its terms—directly from the Office of the Secretary, with the Division of Information as the Secretary's immediate agency for the purpose, and as a war emergency activity of the U. S. Employment Service.

Necessity for departmental division.—Inasmuch, however, as the appropriation in question is applicable to the Employment Service only for war emergency purposes, the regular employment work of the Division of Information is carried on as heretofore by the Secretary through the Bureau of Immigration. But the same psychological objections as before attach to the performance of this work through immigration channels.¹ It is important, therefore, that full

¹ Of this phase of the subject the following explanation was made in the Secretary's fourth annual report, at page 71: "While the Bureau of Immigration, to which the Division of Information is attached, has been indispensable and exceedingly effective in building up the U. S. Employment Service, it is evident that on account of psychological antipathies to a union of the two, this service can not do its best work as an adjunct of that bureau. Circumstances have made it necessary to operate through the Bureau of Immigration in order to operate at all in behalf of a national employment service, but steps have been taken to have Congress establish within the Department a bureau of employment to which all the employment-service work may be transferred and under which it may be conducted. For that purpose a bill approved by the Department and introduced in Congress by Representative Nolan, of California, has been reported upon favorably by the House Committee on Labor."

authority and sufficient appropriations be granted by Congress at an early day for the purpose of establishing the U. S. Employment Service as a division in the Office of the Secretary. Important for all the ordinary purposes of an efficient employment service, it is extremely so under the stress of the industrial maladjustments which war conditions have produced. To this end the following bill is recommended to Congress for enactment:

A Bill to provide for the United States Employment Service in the Department of Labor.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the United States Employment Service in the Department of Labor is hereby established as a division in the Office of the Secretary of Labor, to be known as the U. S. Employment Service. There shall be a Commissioner of Employment, who shall be the head of said division, to be appointed by the Secretary, who shall receive a salary of \$5,000 per annum. There shall be in the said division also a chief clerk and such experts, special agents, clerks, and other employees as may be authorized from time to time by appropriation or other law. It shall be the province and duty of such division, under the direction of the Secretary of Labor, to provide facilities whereby employers may obtain the services of persons seeking employment and persons seeking employment may obtain such employment; to provide for giving publicity to applications and demands for employees and applications and demands for employment; and to procure and disseminate such information on industrial conditions as may be pertinent to the purposes of this Act: *Provided*, That such applications and demands for employees shall contain a declaration stating whether a strike or lockout or other labor dispute is in progress or pending in the establishment wherein the work is to be done.

SEC. 2. That to this end the Division of United States Employment Service may establish and maintain in such places as may seem desirable to the commissioner free labor exchanges, and may assist and cooperate with any other labor exchanges maintained by any State or other authorities or persons having powers for the purpose.

SEC. 3. That the duties required by law to be performed by the Division of Information of the Bureau of Immigration, Department of Labor, authorized by section forty of the Act of February twentieth, nineteen hundred and seven, entitled "An Act to regulate the immigration of aliens into the United States," and continued by section thirty of the Act of February fifth, nineteen hundred and seventeen, entitled "An Act to regulate the immigration of aliens to and the residence of aliens in the United States," and all that pertains to the same, including all officers, clerks, and other employees occupying statutory positions in the said Division of Information, shall be transferred to and combined with the division hereby created at such time and in such manner, arrangement, and organization as the Secretary of Labor may determine: *Provided*, That all appropriations and all allotments of appropriations heretofore and hereafter made for the Division of Information shall be and remain available for the said Division of United States Employment Service until such time as the said Division of Information shall be transferred to the Division of United States Employment Service as herein provided.

SEC. 4. That the Postmaster General is hereby authorized and directed to extend to the Secretary of Labor the use of the post offices and postal facilities,

including postal employees wherever they can be used, and the Secretary of Labor is authorized and directed to use the post offices and postal facilities and such postal employees wherever practicable for carrying out the purposes of this Act.

SEC. 5. That the Secretary of Labor is hereby authorized to make all necessary rules and regulations for carrying out the purposes of this Act.

COORDINATION OF CERTAIN DEPARTMENTAL FUNCTIONS.

The Secretary of Labor is required by section 10 of the organic act of the Department to "investigate and report to Congress a plan of coordination of the activities, duties, and powers of the Office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor." Pursuant to the duty thus prescribed and after full investigation I reported to Congress, during the fiscal year to which this annual report primarily relates, as follows:

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, January 9, 1917.

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: I have the honor to submit, for consideration by Congress, the following report, prepared in pursuance of section 10 of the act approved March 4, 1913 (37 Stat. L., 736), entitled "An act to create a Department of Labor," which section provides as follows:

That the Secretary of Labor shall investigate and report to Congress a plan of coordination of the activities, duties, and powers of the Office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor.

As soon as practicable after the Department of Labor was organized a special committee was designated, consisting of the Assistant Secretary as chairman, the Chief Clerk as secretary, and one representative from each of the administrative units within the Department, with alternates chosen by the representatives themselves. This special committee was charged with the function of making inquiries and reporting upon the correlation of the duties then being performed by the various branches of the Federal Government and the elimination from the field of activities of each bureau within the Department of Labor of such matters as more properly came within the scope of some other governmental agency. In order to assist the committee in comprehending and interpreting the statutory purpose of the Department of Labor as defined and laid down in the organic act, reference was made to that portion of the first annual report of the Secretary of Labor (pp. 5-7) reading as follows:

The Department of Labor was created in the interest of the wage earners of the United States. This is expressly declared by the organic act. "The purposes of the Department of Labor," as that act reads in its first section, "shall be to foster, promote, and develop the welfare of the wage earners of the

United States, to improve their working conditions, and to advance their opportunities for profitable employment."

There is, of course, no authority in that declaration to foster, promote, or develop for wage earners any special privileges; but the inference is irresistible that Congress did intend to conserve their just interests by means of an executive department especially devoted to their welfare.

Nor is there any implication that the wage earners, in whose behalf this Department was created, consist of such only as are associated together in labor unions. It was created in the interest of the welfare of all the wage earners of the United States, whether organized or unorganized. Inasmuch, however, as it is ordinarily only through organization that the many in any class or of any interest can become articulate with reference to their common needs and aspirations, the Department of Labor is usually under a necessity of turning to the labor organizations that exist and such as may come into existence for definite and trustworthy advice on the sentiments of the wage-earning classes regarding their common welfare. Freely as conferences with unorganized wage earners are welcome, official intercourse with individuals as such has practical limits which organization alone can remove. Manifestly, then, the Department of Labor must invite the confidence and encourage the cooperation of responsible labor organizations and their accredited officers and committees if it is to subserve its prescribed purpose through an intelligent and effective administration of its authorized functions.

While the Department of Labor sustains friendly relations with labor organizations, as in the interest of all wage earners and of the general welfare it ought to do, nevertheless this attitude must not be exclusive. Similar relations with unorganized wage earners, and also with employers and their organizations to the extent to which they themselves permit, are likewise a duty of the Department. The great guiding purpose, however—the purpose that should govern the Department at every turn and be understood and acquiesced in by everybody—is the purpose prescribed in terms by the organic act, namely, promotion of the welfare of the wage earners of the United States.

In the execution of that purpose the element of fairness to every interest is of equal importance, and the department has in fact made fairness between wage earner and wage earner, between wage earner and employer, between employer and employer, and between each and the public as a whole the supreme motive and purpose of its activities. The act of its creation is construed by it not only as a law for promoting the welfare of the wage earners of the United States by improving their working conditions and advancing their opportunities for profitable employment, but as a command for doing so in harmony with the welfare of all industrial classes and all legitimate interests, and by methods tending to foster industrial peace through progressively nearer realizations of the highest ideals of industrial justice.

The special committee made certain preliminary investigations and suggested a plan for the correlation of the activities of the various units within the Department of Labor. There was recommended the creation of a standing departmental committee, and this was promptly organized, composed of the same representatives as the special committee, which was thereupon dissolved, its unfinished business being referred to the departmental committee. With the investigative work which it has found practicable to do under the limited authority implied by section 10 of the organic act, and in the absence of more definite plenary authority to carry the inquiries to greater lengths, I am submitting this report as required by that section, after having considered the matters affecting other departments to the extent which the practice of interdepartmental courtesy appeared to justify.

The general administrative functions of the Department of Labor, which stands tenth in the order of creation of the several executive departments of the Federal Government, may be summarized, upon the scale as now provided for, as follows:

1. Mediation and conciliation in labor disputes.
2. U. S. Employment Service.

3. Supervision of the four bureaus placed under its jurisdiction by the organic act, viz, (a) the Bureau of Labor Statistics, (b) the Bureau of Immigration, (c) the Children's Bureau, and (d) the Bureau of Naturalization.

This Department was created in the interest of the wage earners of the United States, with reference to the following principal considerations: (1) Their general welfare, (2) their working conditions, and (3) their opportunities for profitable employment.

The underlying intent of its creation was to bring within its jurisdiction those administrative agencies of the Federal Government which are or may be designed to conserve wage-working interests. This interpretation is evident from a consideration of section 10 of the organic act in connection with the purpose clause of section 1 of the same act. The latter declares the purpose of the Department to be the fostering, promotion, and development of the welfare of the wage earners of the United States, the improvement of their working conditions, and the advancement of their opportunities for profitable employment; and section 10 requires the Secretary of Labor to report to Congress a plan for coordinating the various administrative activities of the Federal Government, so far as they relate to labor and its conditions, with a view to additional legislation defining the duties and powers of the Department of Labor. The reasonable inference is, therefore, that while Congress intended to establish an executive department in the interest of wage earners yet, uncertain at that time of the ultimate form for it, had created the Department of Labor, defined its general purpose, and left systematic additional construction to future legislation based upon information which the Department of Labor was directed to gather and formulate into a plan of coordination.

The duty, then, devolving upon the Secretary of Labor under section 10 is, first, to ascertain what activities, duties, and powers of the several executive branches of the Federal Government relate to labor and its conditions; and thereupon to propose suitable plans for coordinating them with the activities, duties, and powers of the Department of Labor.

Acting upon the foregoing premise, attention was first turned to the work of the bureaus and offices within the Department of Labor, to the end that contactual relationships and possible overlapping of functions might be analyzed and regulated or corrected if found to exist. The possibilities in those lines were fully disclosed by appropriate inquiries, and the opportunities for harmful interference have been guarded against by the adoption of administrative rules which provide the means of anticipating and avoiding duplications of endeavor and conflicts of authority. The problem of intradepartmental regulation of functions and the scope of operation is thus effectually dealt with, and it is not believed that this branch of the subject needs additional statutory authority beyond that already vested in the Secretary of Labor by the organic act itself.

ACTIVITIES OF OTHER DEPARTMENTS CONCERNING LABOR AND ITS CONDITIONS.

Turning to the contactual relationships and overlapping of activities between the Department of Labor and other governmental establishments, it was obviously a matter of considerable difficulty to fix and specify a boundary for administrative inquiry that would at once comprehend all those matters which might come within the declared purpose set forth in the organic act creating the Department of Labor rather than having a collateral or indirect bearing upon such purpose.

It can not be averred, even now, that the inquiries made have reached all of the various phases of departmental work which are directly involved in the declared purpose previously discussed; indeed, there may be others as yet

undisclosed, but at least a fair start has been made along the line indicated by the section of the organic act which requires this report to be made. Further legislation is undoubtedly necessary in order to coordinate the scattered administrative functions relating to labor and its conditions. The correctness of this conclusion will be manifest upon consideration of what follows, and, while it may be neither feasible nor advisable to place directly within the jurisdiction of this department some of the concurrent authority at present conferred upon other branches of the public service, it is my purpose to recommend the adoption of a measure which will serve to regulate that authority in a manner consonant with the avowed legislative purpose in creating the Department of Labor.

THE PUBLIC HEALTH SERVICE.

* The functions and scope of authority of the Public Health Service relate to labor and its conditions in several respects; and as to some of them the field of operations comes in contact with or overlaps certain functions of those bureaus which are at present under the jurisdiction of the Department of Labor.

One instance of distinct overlapping occurs in reference to the Bureau of Labor Statistics. This circumstance appears to be due to the broad authority vested in the Public Health Service to investigate the "diseases of man and conditions influencing the propagation and spread thereof" (act approved Aug. 14, 1912; 37 Stat. L., 309). As the Bureau of Labor Statistics is charged with acquiring and diffusing useful information upon subjects connected with labor (act approved June 13, 1888; 25 Stat. L., 182), and as information regarding occupational diseases and the conditions influencing their propagation is clearly a subject connected with labor as well as with the general classification of the "diseases of man," the Bureau of Labor Statistics of this Department and the Public Health Service of the Treasury Department are charged, at least to this extent, with similar duties. In order to prevent confusion and duplication of effort, coordination of the functions of these two branches of the public service should, in so far as they may overlap, be effected and consistently adhered to.

The field of occupational diseases was occupied during a period of about seven years prior to 1912 by the Bureau of Labor Statistics through its investigations into the hygienic conditions of cotton mills; of home work; of ventilation and general sanitary conditions of clothing shops; of diseases in the glass industry; of health of women in textile factories and laundries; of poisons in the industries; of tuberculosis among wage earners; of the health of wage-earning women in the pea canneries; of the hygiene of the painter's trade; of anthrax as an occupational disease, etc.

Since 1912 the Public Health Service has carried its function with reference to the diseases of man into the field of occupational diseases. It can not be conducive to the good of the service in general to have two such Government establishments occupying identically the same field at one and the same time, and it would appear that in so far as the functions of the Public Health Service relate to labor and its conditions, as is the case with reference to occupational diseases, they should be correlated and coordinated with those of the Department of Labor. In their medical or scientific aspects, occupational complaints should doubtless be within the field of the Public Health Service, but just as certainly they should be within the jurisdiction of the Department of Labor in their industrial bearing, this phase of the matter being popular rather than scientific and tending to promote the welfare of the wage earners who are or may become subject to ailments peculiar to certain trades and occupations. The logical conclusion is that neither branch of the public service should be in

absolute control with reference to investigating them and publishing the results. The concluding recommendation in this report will, if adopted, prevent any harmful overlapping of functions and result in the utilization to the fullest extent of all such information and data that may be gathered for scientific and other purposes, so far as the same is useful in its more popular aspects.

Another relationship, somewhat along the same line, exists with reference to the parallel activities of the Public Health Service and the Children's Bureau. The nature of this overlapping in the same fields of endeavor is of such a character that there is practically no limit to the duplication and resultant likelihood of confusion unless there is complete and harmonious adjustment of the respective activities.

Under the terms of the statute authorizing the establishment of the Children's Bureau (act approved Apr. 9, 1912; 37 Stat. L., 79) it is especially directed to investigate the questions of infant mortality, the birth rate, dangerous occupations, and accidents and diseases of children. The authority to investigate these same matters is likewise vested in the Public Health Service by the act approved August 14, 1912 (37 Stat. L., 309), which broadly covers the entire field under the term "diseases of man." As previously indicated in another connection, the function now under discussion is exercised by the Children's Bureau in a popular sense rather than from a medical or scientific viewpoint; but the means of attaining the respective ends necessarily lie along the same lines and, as in the case of the contact between the Public Health Service and the Bureau of Labor Statistics and between the former and the Children's Bureau, there should be absolute and positive means of preventing harmful overlapping of effort and securing to all concerned the benefits of cooperative work in a movement which, up to a certain point, occupies a common field of investigation.

Still another relationship of the Public Health Service to the Department of Labor is found in the work of medical inspection of aliens under the immigration laws (act approved Feb. 20, 1907; 34 Stat. L., 898, sec. 17). This service, however, is complementary and does not involve overlapping of functions. Yet it appears reasonable that any bureau in one department which officially advises a bureau within another department ought to be readily responsive to the bureau advised, without sacrifice of independence as to the character of the advice given, while at the same time the bureau advised should be in position to propose methods and forms for cooperation through regularly established channels in such manner as to avoid friction and yet secure the results for which it is responsible. Admirable cooperation has hitherto been the rule in connection with this particular relationship, but the thought just suggested indicates that there may be something further to be accomplished incident to the operation of a measure to be proposed at the conclusion of this report.

The Bureau of Mines, in the Department of the Interior, was established pursuant to the act approved May 16, 1910 (36 Stat. L., 369), as amended by the act approved February 25, 1913 (37 Stat. L., 681). Under the terms of the statute it would appear that the fields of operation cover three grand subdivisions, viz, (1) industrial, (2) scientific or technological, and (3) publication of results.

The first subdivision deals directly with the health and safety of wage earners engaged in the mining industry. Mine rescue work for the benefit of the workmen seems to be a prominent feature and it is clear that the ultimate purposes as well as the means of attaining the end are cognate with the declared purpose of the organic act establishing the Department of Labor; in fact, this field of endeavor falls so squarely within the declaratory clause that there

is every reason to support the conclusion that the Department of Labor should properly embrace this important function within the scope of its activities.

Moreover, the act approved May 16, 1910 (36 Stat. L., 369), as amended by the act of February 25, 1913 (37 Stat. L., 681), and the several acts making appropriations for the Bureau of Mines, have authorized investigations as to labor safety and appliances to prevent accidents, which functions distinctly overlap those of the Bureau of Labor Statistics. The latter bureau has for many years past investigated and reported upon methods of preventing industrial accidents and occupational diseases.

The Bureau of Mines has also carried on extended investigations which, among other things, have included matter affecting labor and its conditions in the iron and steel industry, pursuant to a clause in its organic law which embraces inquiries in the "metallurgical and other mineral industries." This constitutes another instance of overlapping a field of endeavor long occupied by the Bureau of Labor Statistics and one which seems so obviously within the declared purpose of the Department of Labor that the need for effective coordination of effort is clearly indicated and should be accomplished. While as in the case of the investigation of occupational diseases previously mentioned the inquiries of the Bureau of Mines in the fields indicated may be along the lines of scientific development as distinguished from more popular phases of the subjects treated, the duplication of research is wasteful and tends to create harmful confusion upon the part of the public.

The second subdivision mentioned, while not so directly within the field of operations allotted to the Department of Labor, is nevertheless an important feature which can not well be separated from the great human element comprehended within the industrial features already discussed. The character of material mined and the scientific elements attached to the mining industry are factors which are so strongly blended with the welfare of the miners that they should not be administered by another or different governmental agency.

The third subdivision concerns the publication of results, and this feature of the work naturally goes with the two others. Moreover, the publications with reference to safety appliances come within the same general classification as those prepared and issued by the Bureau of Labor Statistics of the Department of Labor.

There has been established in the Department of Agriculture an administrative system which includes within its scope of operation a field of inquiry as to the wholesale and retail prices of commodities. This field has only been touched upon as yet by the Office of Markets and Rural Organization, but will probably be more fully developed later on; and it is not unreasonable to anticipate certain possible conflict with or overlapping of the corresponding investigations which the Bureau of Labor Statistics has made for years past. The relationship between the cost of foodstuffs and questions of wages is obvious, quite apart from the problem of production and marketing of supplies, and there is every reason why there should be coordination of endeavor in securing the data upon which to base deductions and reports from the standpoint of the wage earner; herein is found another reason for regulative legislation which will prevent harmful duplication of research and promote the collection of information in a way that will serve all purposes. It is frequently the custom to frame organic acts in broad terms, and if the Department of Labor is to attain its full degree of utility, there is need for a general law which will effectively safeguard its inquiries from impairment by independent investigations, proper enough in themselves, but which trench upon the clear ground specified in the organic act of March 4, 1913.

STEAMBOAT-INSPECTION SERVICE.

This important bureau of the Department of Commerce seems to have three main functions, and two of these unmistakably relate either wholly or in part to labor and its conditions. They comprise, first, the duty of inspecting steam vessels; second, the licensing of the officers of vessels; and, third, the administration of safety laws applying to vessels and their crews.

It will be observed that the first function finds its application to physical property while the second has a more human side; yet the safety of the officers and crew of a vessel is largely dependent upon the manner in which the first function is discharged, and consequently the entire field of activity has a strong and direct bearing upon labor and its conditions.

The issuance of licenses to masters, pilots, engineers, etc., is the very foundation upon which rests the right of the licensees to perform their daily labor and is a feature which seems inseparable from all of the questions which relate to conditions of employment, hours of service, fitness for duty, and other kindred matters.

While the entire field covered by the Steamboat-Inspection Service seems to be properly within the scope of operations delineated in the purpose clause of the act creating the Department of Labor, there are administrative reasons which suggest that a division of authority would make for a better execution of these laws. It would undoubtedly make for better administration and promote greater safety if the authorities charged with the duty of licensing ship's officers were separate and distinct from those to whom is intrusted the task of inspecting the vessels and passing upon their fitness to go to sea. It is not difficult to conceive a situation in which a ship's officer may have knowledge of defects in the vessel's condition or equipment, but, knowing that the latter had been inspected and passed by the steamboat inspectors, would hesitate to complain or invite attention to the defects because in so doing he would incur the risk of having the same authorities take adverse action upon renewing his license, upon the continuance of which his very livelihood depends. Likewise the vessel owner, even though aware of the incompetence or unsuitability of a licensed officer, might avoid reporting the facts through fear that the implied criticism thus reflected upon the licensing authority might find reflex action upon his interests when the time came to renew the documents without which his vessel could not lawfully be operated.

Prudence would, it appears, dictate the placing of the two main functions just described under separate and distinct departments of the Government, with a corresponding division of the third field, separating the human element from that relating solely to physical property and its condition. The Department of Labor seems logically the place for regulating the personnel of a steam vessel, as distinguished from the necessary supervision over the ship itself; the system is parcel of the documenting of seamen on American vessels, which forms one of the subjects under the next succeeding heading.

BUREAU OF NAVIGATION.

This bureau of the Department of Commerce has important powers and duties in reference to the operation of the merchant marine, and in so far as these duties relate to the vessels themselves they should probably continue where they are.

But there is another important field covered by this bureau, concerning the shipping and discharge of seamen, which especially concerns labor and its conditions. While it is clear that the services of seamen are essential to the operation of a vessel, it seems equally clear that the problems connected with

their engagement, protection, and welfare are peculiarly within the field allotted by statute to the Department of Labor.

For somewhat similar considerations to those pointed out in the heading next preceding this, there are strong reasons why the documenting, inspecting, and supervising of vessels should be handled by another and different branch of the Government than that which controls the administration of the laws relating to shipment, treatment, protection, and discharge of the men employed on such vessels.

A complete solution of the problems thus presented would be afforded by the enactment of legislation creating within the Department of Labor a bureau which it is suggested might be denominated the "Bureau of Marine Occupations" and the transfer thereto of those functions of the Steamboat-Inspection Service and the Bureau of Navigation which relate to labor and its conditions as previously pointed out. Such a transfer should include the shipping commissioners and also complete jurisdiction over the fines, penalties, and forfeitures appurtenant to the powers transferred.

Under the terms of various statutes which have been enacted since 1893 the Interstate Commerce Commission has been clothed with authority touching the installation, use, and maintenance of safety appliances upon railway cars and locomotives employed in interstate commerce, and this authority has since been extended to the inspection and supervision of locomotive boilers and all parts and appurtenances of locomotives and tenders.

The objects of the various enactments just mentioned seems to be the promotion of greater safety and improved working conditions for the wage earners engaged in the operation of railway trains and, as this line of endeavor is clearly within the scope of the purpose clause of the act creating the Department of Labor, it seems reasonable to consider the adoption of legislation transferring to this department the functions now exercised by the Interstate Commerce Commission having to do with safety appliances and the operating condition of locomotives and their appurtenances. Of course such a transfer of jurisdiction should carry with it administrative authority over the powers transferred.

Section 8 of the organic act creating the Department of Labor authorizes the Secretary of Labor to act as mediator and to appoint commissioners of conciliation in labor disputes, for the promotion of industrial peace. The powers thus conferred have, as indicated in the several annual reports, been extensively exercised with beneficial results to all concerned.

However, on July 15, 1913, an act of Congress (38 Stat. L., 103) provided for the creation and establishment of a Board of Mediation and Conciliation, with functions coordinate with those previously vested in the Department of Labor, excepting that the field of activity intrusted to the board was limited to disputes between common carriers engaged in interstate transportation and their employees engaged in train operation or train service.

There appears to be no logical reason for this segregation of effort. The work of the Board of Mediation and Conciliation is not essentially different, in scope, purpose, or method, from the broad general function delegated to the Department of Labor under sections 1 and 8 of its organic act. The industrial problems involved and the plan of procedure necessary to their solution are in nowise different, and it is therefore believed that the organizations and functions of the Board of Mediation and Conciliation should be transferred to the Department of Labor, and, with the organization already existing within this department, should form the Division of Conciliation in the Office of the Secretary of Labor.

It has repeatedly been shown in the foregoing report that other governmental establishments, acting more or less directly pursuant to broad statutory powers granted in general terms, have been, are now, and will probably continue making investigations and conducting active work in fields which should and do come within the purpose and scope of the Department of Labor as declared by its organic law. The objects hoped to be attained may be different, but the overlapping of functions is itself confusing and tends to reduce the confidence of that portion of the public which is repeatedly called upon for similar data, in somewhat altered form perhaps, but still the same. How far the successful gathering of accurate information has been impaired because of duplication of requests from different sources is, of course, difficult to state.

Effective regulation of this subject may best be accomplished by a general statute providing in terms and effect that cooperation shall be established and maintained between the Department of Labor and other branches of the public service in connection with all activities, either existing or proposed, which involve investigative work having to do with labor and its conditions. Thus the inquiries in the specified field, whether made by this or any other department, would not be substantially abridged, but the means would be provided for all agencies having a community of interest, though from different angles, to secure at one operation whatever data might be required for all purposes. It is impracticable to secure effective cooperation in the absence of express legislation to that end, and the aims, objects, and purposes specified in the organic act of the Department of Labor can not be realized without it.

There should also be statutory provision requiring that the results of investigative work performed by other governmental establishments, in so far as they concern labor and its conditions, should become immediately accessible and available to the Department of Labor upon request, without reference to the proposed ultimate use of such material as collateral to the main purpose for which it was collected. Thus it may be rendered possible for the Department of Labor to be and continue the clearing house for information, facts, and figures which bear directly upon the welfare of the wage earner, and this quite independently of the relationship which the same data may bear toward other conditions, either economic or scientific.

That there may be no lack of mutuality in this connection, the results of similar work performed under the auspices of the Department of Labor should likewise be made available to other departments and Government establishments having a joint interest in such results.

Reducing this idea to more concrete form, the following draft is submitted to indicate in substance what manner of enactment appears necessary to accomplish the objects intended. The passage of such a measure is earnestly recommended, viz:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That cooperation shall be established and maintained between and among the several governmental agencies which are now investigating or may hereafter investigate conditions which concern or bear upon the fostering, promotion, or development of the welfare of the wage earners of the United States, its Territories, or the District of Columbia, and the Secretary of Labor is authorized, in his discretion, to call upon the heads of other departments, offices, and commissions making such investigations for supplemental information to be gathered with that contemplated by the main object of inquiry so far as may be possible, for the use and disposition of the Department of Labor and bureaus or offices thereunder: *Provided, however,* That in the investigative researches conducted by the Department of Labor, supplemental data requested by other departments, offices, and commissions shall likewise be gathered and furnished so far as conditions may permit.

SEC. 2. That the results, data, and material secured by investigative work now or hereafter authorized by law, affecting or touching upon labor and its conditions, as described in section one hereof, shall be made immediately available to any other department, office, or commission making request therefor, without postponement or delay incident to the actual or proposed use thereof by the Government establishment under the direction of which it was originally gathered: *Provided, however,* That data and reports secured in confidence shall be made available to other Government establishments only upon condition that such data and reports shall not be divulged or made public without the written consent of the department, office, or commission under the control of which the said data or reports were originally obtained.

INTERNED ENEMY ALIENS.

The circumstances under which the Department of Labor became responsible for the custody of enemy aliens unlawfully in the United States at the beginning of the war are stated further on in this report under the title "Bureau of Immigration." These aliens, for the most part seamen from the German merchant ships interned at various American ports since the outbreak of the war between the European powers and seized by our Government upon the declaration of war against Germany, have occupied a most anomalous position. They are not prisoners of war, and yet, while technically classed as detained immigrants, they have been subject necessarily to more rigorous rules and greater curtailment of privileges than is customary in the handling of detained immigrants.

With the unexpected demand for the care of about 1,800 men and with inadequate quarters for their proper care and comfort, necessarily the emergency arrangements made were not entirely satisfactory to the aliens nor to the Government, but under the circumstances it is believed there can exist no just cause for complaint.

Sixty-four men were detained at the New Orleans Immigration Station in a modern and up-to-date building, but in view of the climatic conditions there they were transferred subsequently to the internment camp in North Carolina, a description of which will be given later.

At the Philadelphia Immigration Station, located at Gloucester City, N. J., 71 officers and 149 seamen have been quartered.

The immigration station at Boston, where 86 officers and 191 seamen were detained for a short time, is very far from being an ideal place to hold people for any length of time; but after much difficulty the commissioner of immigration there arranged for the transfer of these aliens to Gallups Island, located in the harbor near Boston, the Government quarantine quarters at that point being turned over through the courtesy of the Public Health officials.

It being necessary to construct certain additional buildings at Gallups Island, tools and materials were furnished, and the work was done promptly and efficiently by the interned aliens under the supervision of immigration officers. Equipment necessary for the

comfort of the interned aliens was purchased. Gallups Island proved an ideal detention place, especially during the summer months; and as the men were provided with individual plots for gardening they had suitable and healthy work which kept them occupied for a large part of their time, while entertainment was provided for them by the Young Men's Christian Association, which erected a commodious tent near their quarters and are now constructing one of their regulation Army huts, and one of their most experienced representatives is detailed as manager.

About 180 interned aliens were held at the immigration station at Angel Island, San Francisco, where they occupied the quarters provided for detained European and female Japanese immigrants. Because of the crowded condition at Angel Island, it was found necessary later to transfer them to the internment camp in North Carolina.

Ellis Island is the great port of entry for immigrants, and at the immigration station there a very large percentage of the interned aliens have been detained. While Ellis Island probably is the largest and best-equipped immigration station in the world, yet it is not intended as a place of detention for people who are to be held in custody for an indefinite period, and when 1,200 officers and seamen from the interned German ships unexpectedly were taken there for detention the comfort and capacity of the station was severely taxed, and it soon became evident that arrangement must be made to relieve the congestion.

Congress was asked by the Department for an appropriation to provide for the care and maintenance of the large body of aliens the responsibility for whose welfare the Bureau of Immigration, under the direction of the Secretary of Labor, had to assume notwithstanding its own limited and depleted appropriation.

As there was considerable delay in securing from Congress the funds asked for, the situation had to be handled in the interim in the best manner possible under the existing conditions; necessarily there was some congestion and consequent inconveniences, especially at Ellis Island.

Numerous sites in various parts of the country were inspected with the view of selecting a suitable location for an internment camp and Kanuga Lake, near Hendersonville, N. C., was conditionally chosen, but because of a flaw in the title to the property it became necessary to look elsewhere.

The Government reservation at Pisgah Forest, on account of its location, climate, and the possibility of utilizing the services of the interned aliens in the construction of Government roads had appealed especially to the bureau and the Department, but owing to there being no buildings on the property that could be utilized immediately for housing the interned aliens, the uncertainty as to the

water supply, and the problem of railroad facilities the project finally had to be abandoned.

In the meantime Congress had made an appropriation to provide for the care and maintenance of all interned aliens who should come under the jurisdiction of the Department of Labor; and as the demand for relief from congestion became more urgent, the Mountain Park Hotel, located at the famous North Carolina Hot Springs, 39 miles northwest of Asheville, with about 100 acres of land, was rented.

This property is located on the beautiful French Broad River, in the mountains, at an altitude of about 1,300 feet. The climate is exceptionally fine and the conditions ideal for an internment station. The hotel proper with outbuildings will accommodate from 600 to 700 people; but owing to the damage done by a flood a year ago some repairs were necessary as well as supplies and equipment. These conditions occasioned some delay in getting the hotel ready for occupancy. On the 8th of June 5 interned officers and 5 seamen were taken from Ellis Island to Hot Springs to look over the ground, followed on June 12 by 7 officers and 46 seamen, the latter to be used as workmen. On June 22 another party consisting of 319 officers, 62 seamen, and the 49 members of the Tsingtau Sanitary Transport Corps, was taken from Ellis Island, making a total of 493 interned aliens taken to the Hot Springs internment station during the month of June.

The question then arose as to the advisability of starting another internment camp, or of enlarging the camp at Hot Springs, N. C., by the construction of barracks, etc., similar to those used in the Army cantonments. It was decided that the advantages were in favor of the latter plan, and arrangements were made accordingly.

Under the immediate direction of the Department of Labor a general plan was outlined by Alfred Hampton, director of internment, being conspicuously aided by F. W. Berkshire, supervising inspector, and Special Immigrant Inspector Roger O'Donnell.

It was fully realized that there would be many difficulties and much delay in carrying out a project of this kind at a time when the resources of the country were being drawn upon so heavily by the Army and Navy in the construction of cantonments for their own men.

Preliminary to the commencement of actual construction work a committee was selected by the interned officers and seamen from amongst themselves to represent them in their dealings with the Government. It was agreed by the bureau and Department to remunerate those of the interned aliens who should perform labor of any kind in connection with the construction or management of the internment camp at the rate of \$20 a month; those who served in the capacity of foremen, etc., to receive \$25 a month. The interned officers, however, have been allowed to receive from any source only

\$10 a month and the seamen \$5 a month, receipts in excess of these amounts being placed in the Postal Savings Bank to the credit of the interested parties, or otherwise disposed of as desired. Purchases of clothing, etc., can be made with the funds of the interned aliens, under the direction of the inspector in charge of the internment station.

The Department of Justice has provided competent officers to censor the mails, all outgoing and incoming mail being carefully scrutinized.

The Public Health Service has provided an experienced officer to look after the health of the men, and has cooperated cordially with internment officers and rendered invaluable assistance.

As stated before, there has been considerable difficulty in securing supplies and equipment, and the work was somewhat handicapped by the conditions under which labor was employed, the work, with the exception of supervision, being done entirely by the interned seamen.

Many unexpected situations had to be met and unfortunate tangles unraveled; but that was quite natural when the unusual working conditions and the misunderstandings incident to the failure of American officials and the interned aliens to understand the point of view of each other at all times are taken into consideration. Notwithstanding the many and unusual difficulties to be overcome, the amount of work accomplished and the high class of the work done in a comparatively short time are most surprising and commendable. Not only are the men in charge to be congratulated, but these interned aliens who by their cooperation have rendered possible the successful accomplishment of this difficult undertaking while placed in a most trying situation are deserving of the highest commendation.

In addition to numerous repairs made to the hotel proper the following buildings have been constructed and equipped: One officers' barracks, 172 by 20 feet, capacity 100; 1 officers' lavatory, 63 by 14 feet; 7 barracks for seamen, 163 by 20 feet, capacity 150 each; 7 lavatories for seamen, 50 by 14 feet; 1 dining room and kitchen, 172 by 48 feet, seating capacity of dining room 600; 1 warehouse, 100 by 48 feet; 1 office for guard officers; 15 sentry stations; approximately three-fourths mile 10-foot barbed-wire fence with electric lights at proper intervals.

Two 3-horsepower and one 20-horsepower gasoline combined engines and pumps have been installed and foundations prepared for one 8-horsepower combined engine and pump, all in connection with the water system. Foundation was constructed for one 30,000-gallon water tank and all materials are on hand for immediate erection. All materials are on hand for installation of chlorine plant for the water system. Complete water, electric-light, and sewer systems have been

provided, and equipment ordered for a telephone system connecting the offices and the sentry boxes.

The following parties have been received at the internment camp at Hot Springs:

	Officers.	Seamen.	Total.
July 28, 1917.....		49	49
Aug. 15, 1917.....	6	96	102
Aug. 21, 1917.....	30	33	63
Sept. 20, 1917.....		2	2
Oct. 7, 1917.....	86	191	277
June parties.....	331	113	444
Sanitary Corps.....	49		49
Total.....	502	484	986

Two of the aliens have been released, 6 paroled, 1 escaped, 2 died, and 4 were returned to Ellis Island, making 15 not included in the table. These deducted from the total given make 971 in all at the camp.

The internment camp is rapidly nearing completion and in the very near future the seamen now at San Francisco, Philadelphia, and Ellis Island will be taken there, while the officers from those stations will be taken to the Philadelphia Immigration Station, which for the present will be made an officers' internment station.

The Hot Springs internment camp is practically two complete camps, one for the officers and one for the seamen; this is a most satisfactory arrangement for both the interned men and the Government, although the expense is somewhat higher than if only one camp was maintained. The officers' camp is conducted largely on the honor system, there being an average of only seven guards on duty at a time. The system has proved entirely satisfactory so far, interned officers having cooperated heartily and having assisted in every way possible.

Arrangements were made for the married men to see their families once a week, under the supervision of a Government officer and in quarters provided for such meeting places.

Some of the interested steamship companies have made monthly payments to their officers and men; it is understood these payments are to be discontinued. If so, a new problem, that of providing clothes for the interns and possibly for some of their families will have to be met.

ASSISTANT SECRETARY.

As stated in previous reports, the functions of the Assistant Secretary are to perform such duties as are required by law or are prescribed by the Secretary. Those required by law relate only to circumstances arising from the death, resignation, or absence of the

Secretary; those prescribed by the Secretary may relate to any or all the functions of the Secretary at any time and under any circumstances in the Secretary's discretion, and may be prescribed either generally or from time to time as occasion demands. The official activities of the Assistant Secretary during the period of this report are involved in the general work of the Department to which this report relates.

SOLICITOR.

Functions.—The Solicitor, who is assigned by the Department of Justice to this Department, is its chief law officer and legal adviser. By Executive order of June 5, 1913, in accordance with section 179 of the Revised Statutes, he is also authorized and directed to perform the duties of Secretary of Labor during the absence of the Secretary and the Assistant Secretary, his official designation in this connection being Acting Secretary.

Report.—The Solicitor makes the following summary of activities in his office for the fiscal year ended June 30, 1917:

Legal opinions rendered, formal.....	174
Claims, injured employees' compensation act (old act), involving examination as to law and facts.....	1, 271
Contracts examined and approved, disapproved, drafted, redrafted, or modified	223
Leases examined and approved or disapproved.....	67
Bonds, official, examined and approved or disapproved.....	2
Bonds, contract, examined and approved or disapproved.....	17
Bonds, alien immigrants, examined and approved or disapproved.....	1, 551
Miscellaneous matters embracing everything submitted for advice or suggestion of the Solicitor, or for the formulation of departmental action, not included in the foregoing items.....	227
Total number of matters disposed of.....	3, 532

CHIEF CLERK.

Functions.—Under the immediate direction of the Secretary the Chief Clerk has general supervision of the clerks and employees of the Department and the superintendency of all buildings occupied by the Department in Washington. He supervises expenditures of appropriations for contingent expenses and rents and attends to such miscellaneous business in the Office of the Secretary as is not otherwise assigned.

Department quarters.—With the close of the fiscal year 1917 the Department terminated its occupancy of the Mills Building. Its offices are now housed in a new building at 1712 G Street which has been leased for a period of five years. In passing it may not be amiss to state that the rental basis upon which these new quarters have

been secured is far below that of any other branch of the Government in Washington. A considerable increase in floor space over that afforded by the Mills Building has relieved very materially the congestion which hitherto obtained throughout the Department. Added duties, however, with a corresponding increase in the personnel, have made necessary provision for a large number of new employees. If the activities of the Department continue to expand during the progress of the war in the same degree that has characterized their development since the declaration of hostilities it will be but a short time before the need for additional space will be imperative.

Library.—In the interests of good administration, as well as with a view to effecting a reduction in the cost of operation, the Department consolidated the libraries of the Bureau of Labor Statistics and the Children's Bureau. What is now known as the library of the Department performs the functions formerly discharged by these two distinct and separate entities. A material financial saving has accrued by virtue of this change, and there is every reason to believe that increased efficiency also will result from the discontinuance of the division of responsibility which formerly obtained in this matter.

Personnel.—The moderate increase in clerical assistance provided for the Department in the appropriation measures of the last Congress might have been adequate for its immediate needs under normal conditions. But with the part allotted to it in the gigantic task of placing the country upon a war basis it soon became apparent that some further provision must be made for clerical services in the Office of the Secretary. To meet this most urgent need the Department, very much against its will, was put to the necessity of again detailing clerks from the various bureaus to its executive offices in order that work of paramount importance might be kept current. The estimates of appropriations for the fiscal year beginning July 1, 1918, contemplate a sufficient increase in the clerical force to permit of a return of these detailed employees to their respective bureaus.

Appointments to and separations from the service since the outbreak of the war have occurred with such frequency as to require an unprecedented amount of work incident to changes in personnel throughout the Department. Indeed, it has been only by dint of most unusual effort that a considerable arrearage in this phase of the Department's work has been avoided. Present indications are that these difficulties will be accentuated rather than diminished during the ensuing fiscal year.

The following table shows the presidential positions in the Department on June 30, 1917. That marked with an asterisk (*) does not require confirmation by the Senate.

Position.	Compensation per annum.	Tenure.	Authority.
Secretary of Labor.....	\$12,000	Indefinite.....	37 Stat. L., 736.
*Assistant Secretary of Labor.....	5,000	.....do.....	Do.
Commissioner of Labor Statistics.....	5,000	4 years, unless sooner removed.....	37 Stat. L., 737.
Commissioner General of Immigration.....	5,000	Indefinite.....	28 Stat. L., 780.
Commissioners of Immigration:			
New York.....	6,500	4 years, unless sooner removed, and until successor is appointed.	28 Stat. L., 391.
Baltimore, Md.....	4,000	.....do.....	Do.
Boston, Mass.....	4,000	.....do.....	Do.
New Orleans, La.....	2,900	.....do.....	38 Stat. L., 666.
Philadelphia, Pa.....	4,000	.....do.....	28 Stat. L., 391.
San Francisco, Cal.....	4,000	.....do.....	Do.
San Juan, P. R.....	3,600	.....do.....	Do.
Seattle, Wash.....	4,000	.....do.....	Do.
Chief of Children's Bureau.....	5,000	Indefinite.....	37 Stat. L., 79.

The following tables indicate the number of changes in the personnel throughout the executive offices and bureaus of the Department during the fiscal year ended June 30, 1917.

Appointments in the Department of Labor, fiscal year ended June 30, 1917.

Bureau or office.	Permanent.				Temporary.	Grand total.
	Competitive.	Excepted.	Unclassified.	Total.		
Office of the Secretary.....	34	.....	9	43	171	214
Commissioners of conciliation.....	.....	.....	.....	.....	58	58
Bureau of Immigration.....	350	50	60	460	370	830
Bureau of Labor Statistics.....	66	.....	.....	66	122	188
Children's Bureau.....	43	1	.....	44	171	215
Bureau of Naturalization.....	95	.....	.....	95	57	152
Total.....	588	51	69	708	949	1,658

Separations and miscellaneous changes in personnel.

Bureau or office.	Separations.						Miscellaneous changes.
	From permanent positions.				From temporary positions.	Grand total.	
	Competitive.	Excepted.	Unclassified.	Total.			
Office of the Secretary	14	.....	7	21	7	28	51
Commissioners of conciliation.....	.....	.....	.....	.....	52	52	3
Bureau of Labor Statistics.....	103	.....	1	104	50	154	14
Bureau of Immigration.....	839	28	10	877	140	1,017	271
Children's Bureau.....	138	.....	.....	138	73	.....	211
Bureau of Naturalization.....	78	.....	.....	78	29	.....	107
Total.....	1,172	28	18	1,218	351	1,251	657

The table following shows the number of transfers to and from the Department during the fiscal year ended June 30, 1917.

Bureau or office.	To—									
	Bureau of Efficiency.	Post Office Department.	Treasury Department.	Interior Department.	Department of Commerce.	Department of Agriculture.	State Department.	Navy Department.	Employees' Compensation Commission.	Panama Canal.
Office of the Secretary.....	1	1	1	2	1	1	1	1	1	1
Bureau of Immigration.....	1	2	2	1	1	1	1	1	1	1
Bureau of Naturalization.....	1	1	1	1	1	1	1	1	1	1
Bureau of Labor Statistics.....	1	1	1	1	1	1	1	1	1	1
Total.....	1	1	4	3	1	2	1	2	7	2

Bureau or office.	From—									
	Department of Commerce.	Interior Department.	War Department.	City post office, Washington, D. C.	Treasury Department.	Government Printing Office.	Department of Agriculture.	Panama Canal.	Navy Department.	Department of Justice.
Bureau of Labor Statistics.....	2	1	1	1	1	1	1	1	1	1
Bureau of Immigration.....	4	4	1	1	6	1	1	2	2	3
Children's Bureau.....	1	1	1	1	1	1	1	1	1	1
Bureau of Naturalization.....	1	2	1	1	1	1	1	1	1	1
Office of Secretary.....	2	1	1	1	1	1	1	1	1	1
Total.....	5	9	2	2	9	1	4	4	4	3

Officials and employees.—The following table shows the number of officials and employees in the Department at the close of the fiscal year and those authorized by the legislative, executive, and judicial appropriation act for the fiscal year of 1918. The figures in parentheses represent the number at the close of fiscal year 1917, those not in parentheses the number at the beginning of the fiscal year 1918. This table does not include temporary employees for short periods in the several bureaus, who are paid from lump-sum appropriations for periods known as "job employment."

Bureau or office.	Statutory.	Nonstatutory.	Total.	In District of Columbia.	Outside District of Columbia.	Increase.
Office of the Secretary.....	91	.....	(78) 91	91	.....	13
Commissioners of Conciliation.....	1	36	(12) 37	1	36	25
Bureau of Labor Statistics.....	99	19	(104) 118	101	17	14
Bureau of Immigration.....	58	1,647	(1,591) 1,705	72	1,633	114
Children's Bureau.....	76	36	(103) 112	84	28	9
Bureau of Naturalization.....	65	108	(149) 173	65	108	24
Total.....	390	1,846	(2,087) 2,236	239	1,813	199

Comparative table showing the increase in the volume of correspondence in connection with the work of the Appointment Division, considering the first three months and last three months of the fiscal year ended June 30, 1917.

Month.	First quarter.		Month.	Last quarter.		Increase over first quarter.	
	Num-ber.	Aver-age.		Num-ber.	Aver-age.	Num-ber.	Aver-age.
July.....	433	17	April.....	631	25	198	8
August.....	437	16	May.....	678	25	241	9
September.....	401	16	June.....	626	26	225	10
Total.....	1,271	424	Total.....	1,935	645	664	221

DIVISION OF PUBLICATIONS AND SUPPLIES.

Functions.—The Chief of the Division of Publications and Supplies supervises the printing and binding of the Department, together with the distribution of its publications, the maintenance of its mailing lists, the performance of duplicating work, and the storing and distribution of blank books and forms. He also conducts correspondence incident to the details of his work, issues authorizations for newspaper advertising, and under the direction of the Chief Clerk supervises the purchase and distribution of supplies.

PRINTING AND BINDING.

The sundry civil act carried an appropriation of \$150,000 for printing and binding in the Department of Labor for the fiscal year 1917. This amount was supplemented by an appropriation of \$15,978 provided by the deficiency bill of April 17, 1917, making a total printing and binding allotment for the Department during the fiscal year 1917 of \$165,978.

This amount was suballotted to the various branches of the Department, as follows:

Office of the Secretary.....	\$13, 000
Deficiency act of April 17, 1917.....	15, 978
Bureau of Labor Statistics.....	65, 000
Bureau of Immigration.....	5, 500
Division of Information.....	4, 500
Immigration Service.....	18, 000
Children's Bureau.....	25, 000
Bureau of Naturalization.....	2, 000
Naturalization Service and examiners.....	17, 000
Total.....	165, 978

Bills for work performed by the Government Printing Office aggregated \$141,166.94, leaving an unexpended balance for the fiscal year 1917 of \$24,811.06. There was on June 30, 1917, an estimated balance of \$38,164.29 of uncompleted and unbilled work at the Gov-

ernment Printing Office. Failure to complete so large an amount of this Department's work was due to the fact that printing and binding for the War and Navy Departments were given precedence over that of all other branches of the service. As a consequence important work for this and other departments remained unfinished at the close of the year.

The efforts of the Department looking to a mobilization of labor where it can perform the most effective service for the Government in the present crisis have imposed a tremendous amount of additional work upon this office by virtue of increased demands for blanks and supplies of all characters. The announcement by large employers of labor that only citizens, or those who had declared their intention of becoming citizens, would be permitted to remain in their employ caused an unprecedented demand for naturalization forms. The pressure of other work at the Government Printing Office precluded prompt delivery of much of this material, and as a consequence the completion of many of these applications for citizenship was materially delayed. Better results, however, attended requisitions for large numbers of blank forms and books that were required in connection with the enforcement of the new immigration law.

Commenting upon the suggestion that authority be secured from Congress to have certain emergency printing performed outside the Government Printing Office, the Chief of the Division of Publications and Supplies states that in his opinion the best interests of the Government would not be subserved thereby, inasmuch as the classes of work which are subjected to the greatest delay require a great number of printing and binding operations, which can not be performed as expeditiously in private plants as at the Government Printing Office.

Editorial work.—The editors handled 20,872 folios of copy this fiscal year, as against 19,497 in 1916, an increase of 1,375, or 7 per cent; 3,547 galley proofs, as against 2,708 for 1916, an increase of 839, or 31 per cent; 13,188 page proofs, as against 11,586 for 1916, an increase of 1,602 page proofs, or 13.8 per cent for the fiscal year 1917. There were also edited, read, and revised 288 blank forms. Effort toward standardization in the printing of these forms is being made, and as each is reset necessary alterations are made to have it conform to a given style.

All requisitions are closely scrutinized, with a view to eliminating any items that may not be actually necessary.

Requisitions for printing and binding.—Requisitions for printing and binding to the number of 1,328 were issued upon the Public Printer, as compared with 1,281 for 1916, an increase of 47, or 4 per cent.

Envelopes.—In previous reports attention has been drawn to the difficulties encountered by reason of belated deliveries of envelopes. No relief in this respect has been afforded during the past year. There have been instances, in fact, where the Department has been required to wait as long as four months for deliveries and has been put to the necessity of borrowing envelopes from other branches of the service to tide it over the emergencies.

During the year there were placed with the contractor 346 orders calling for 3,258,475 envelopes as compared with 300 orders calling for 2,748,150 envelopes for the year 1916, an increase of 18.57 per cent. The cost of the envelopes aggregated \$4,181.44 as compared with \$3,696 in 1916, an increase of 13 per cent.

Printed stationery.—During the fiscal year 333 requisitions for printed stationery were filled. One hundred and thirty-two of these were from offices and bureaus of the Department in Washington and 201 from the outside services.

Blank books and forms.—Requisitions to the number of 8,690, calling for 8,111 blank books and 6,532,256 blank forms for the field services, were received in the division as compared with 7,008 blank books and 5,435,421 blank forms in 1916, an increase of 1,103 books and 1,096,835 blank forms. To a considerable extent the tremendous increase in naturalization business is responsible for this difference.

All forms relating to the administration of the Federal employees' compensation law were turned over to the commission which was created by the act approved September 7, 1916.

Duplicating work.—During the year 1,024 requisitions, covering 1,407,708 impressions, were received and handled. Sheets to the number of 583,840 were folded, 181,066 envelopes addressed, and 350,677 envelopes sealed.

PUBLICATIONS.

Distribution.—Attention is again directed to the difficulties encountered in complying with individual requests for copies of departmental publications occasioned by the requirement that all such applications must be referred to the Superintendent of Documents. Favorable action upon the printing bills presented in Congress would afford the desired relief.

The number of publications distributed from the mailing lists and on individual miscellaneous franks during the fiscal year 1917 was 887,738, as compared with 757,224 in 1916, an increase of 130,514, or 17.2 per cent. This necessitated the handling by the Division of Publications and Supplies of 128,930 franks, as against 153,880 in 1916, a decrease of 24,950, or 16.2 per cent. This decrease is attributable to the fact that many of the publications of the Children's Bureau were sent in bulk to field agents of that bureau for direct distribu-

tion. Of the above-mentioned publications 563,295 were issued on miscellaneous franks while 324,443 were sent out on the mailing lists.

The mailing lists of the department are undergoing constant revision to prevent duplication. At the close of this fiscal year they contained 78,928 names, as against 66,119 for the previous year.

SUPPLIES.

For the contingent expenses of the Department during the fiscal year 1917 a total of \$49,600 was provided, \$13,500 of which was for the exclusive use of the Immigration Service. This sum was further augmented by an item of \$4,400 in the urgent deficiency act, making a grand total of \$54,000 on this account.

Several conditions have arisen to make even this amount inadequate for the Department's needs. Among these conditions may be mentioned the constantly soaring prices of all commodities, the necessity for purchase in the open market of many articles which hitherto it has been possible to procure from the General Schedule of Supplies, and the unusual expense to which the Department was put in removing its offices from the Mills Building to the new structure erected for its occupancy. It was therefore necessary to request of Congress a further deficiency appropriation.

In the course of the year 1,068 requisitions for supplies were handled, covering 2,586 items and involving a total expenditure of \$53,721.14. A balance of \$278.86 is still available to meet outstanding liabilities.

SHIPMENTS.

Parcels and packages to the number of 80,965 and of an aggregate weight of 283,947 pounds were shipped during the year. Added to the foregoing a shipment of 1,109 parcels of miscellaneous supplies, the weight of which was 75,583 pounds, makes a total shipment of 82,074 parcels, weighing 359,530 pounds. The division received 19,560 packages, weighing 332,168 pounds, making the total number of packages handled 101,634, with a total weight of 691,698 pounds, or an average of 8,470 packages, weighing 57,642 pounds handled per month.

As was pointed out in the preceding annual report, a further strain is imposed upon the Department's already overburdened contingent fund by virtue of the act of Congress of May 18, 1916, which prohibits the use of the mails under the Department's franking privilege for packages—other than those containing exclusively printed matter—exceeding 4 pounds in weight. In addition to imposing upon the Department a charge to which it had not been subject theretofore, this practice calls for a considerable amount of additional work on the part of employees engaged in the shipment of

supplies by requiring them to make into smaller units many articles for delivery which formerly were combined in one package.

Motor Truck.—The motor truck which is operated by the Department in the handling of mail as well as freight and supplies is rapidly showing signs of deterioration under the strain of constant use. The interests of economy and efficiency indicate the necessity for a new vehicle in the near future. To that end an item for the purchase of another truck will be incorporated in the estimates that will be presented to Congress for the fiscal year 1919.

DISBURSING CLERK.

Functions.—The Disbursing Clerk prepares requisitions for public funds from appropriations for the Department. He also pays its obligations, does the general accounting of the Department, issues and accounts for requests for transportation, accounts for naturalization fees, and makes deductions for income tax from payments to persons from whom these taxes are due.

Appropriations.—For the fiscal year ended June 30, 1917, the appropriations by Congress to the Department and its services were as follows:

Salaries, Office of Secretary of Labor.....	\$96,200.00
Salaries and expenses, commissioners of conciliation.....	75,000.00
Contingent expenses, Department of Labor.....	42,810.00
Rent, Department of Labor.....	24,000.00
Salaries, Bureau of Labor Statistics.....	137,880.00
Miscellaneous expenses, Bureau of Labor Statistics.....	64,000.00
Library, Bureau of Labor Statistics.....	1,000.00
Medical examination of injured employees.....	2,000.00
Compiling material on first-aid methods.....	2,000.00
Inquiry into cost of living in District of Columbia.....	6,000.00
Salaries, Bureau of Immigration.....	81,740.00
Expenses of regulating immigration.....	2,850,000.00
Expenses of interned aliens.....	1,000,000.00
Immigration station, Ellis Island, N. Y.....	446,995.00
Refund to North German Lloyd Steamship Line.....	502.00
Refund to Cunard Steamship Co. (Ltd.).....	63.75
Refund to Hudgins & Dumar.....	75.00
Relief of the Union Oil Co., San Diego, Cal.....	10.00
Relief of the M. Kondo Fisheries Co., San Diego Cal.....	7.00
Relief of State Board of Harbor Commissioners of California.....	190.62
Refund to Scandinavian American Line.....	162.50
Payment to E. C. Terry.....	100.00
Relief of Jennie Buttner, widow of Morris S. Buttner.....	1,380.00
Salaries, Children's Bureau.....	106,640.00
General expenses, Childrens' Bureau.....	58,000.00
Enforcement of the Child Labor Law.....	50,000.00
Salaries, Bureau of Naturalization.....	86,210.00
Miscellaneous expenses, Bureau of Naturalization.....	275,000.00
Printing and binding.....	165,978.00
Total.....	5,575,042.87

Expenditures.—Expenditures, arranged according to items of appropriation, are as follows:

Office of the Secretary:

Salaries, Office of Secretary of Labor, 1916-----	\$3, 679. 26
Salaries, Office of Secretary of Labor, 1917-----	91, 445. 37
Contingent expenses, Department of Labor, 1915-----	39. 42
Contingent expenses, Department of Labor, 1916-----	11, 171. 38
Contingent expenses, Department of Labor, 1917-----	46, 199. 29
Contingent expenses, Department of Labor, 1916-17-----	888. 32
Salaries and expenses, commissioners of conciliation, 1916---	2, 014. 83
Salaries and expenses, commissioners of conciliation, 1917---	68, 144. 58
Rent, Department of Labor, 1916-----	1, 666. 66
Rent, Department of Labor, 1917-----	22, 000. 00
Total -----	247, 199. 11

Bureau of Labor Statistics:

Salaries, Bureau of Labor Statistics, 1916-----	5, 766. 87
Salaries, Bureau of Labor Statistics, 1917-----	130, 876. 93
Miscellaneous expenses, Bureau of Labor Statistics, 1914---	500. 00
Miscellaneous expenses, Bureau of Labor Statistics, 1916---	5, 184. 86
Miscellaneous expenses, Bureau of Labor Statistics, 1917---	54, 985. 86
Medical examination of injured employees, 1916-----	166. 00
Medical examination of injured employees, 1917-----	2, 353. 31
Library, Bureau of Labor Statistics, 1916-----	172. 25
Library, Bureau of Labor Statistics, 1917-----	637. 91
Compiling material on first-aid methods, 1917-----	1, 312. 29
Inquiry into cost of living in District of Columbia-----	5, 851. 56
Total -----	207, 807. 34

Bureau of Immigration:

Salaries, Bureau of Immigration, 1916-----	3, 364. 30
Salaries, Bureau of Immigration, 1917-----	76, 329. 03
Expenses of regulating immigration, 1915-----	496. 21
Expenses of regulating immigration, 1916-----	202, 424. 02
Expenses of regulating immigration, 1917-----	2, 361, 591. 78
Expenses of interned aliens, 1917-18-----	12, 657. 91
Immigration stations—	
Ellis Island, N. Y.-----	65, 599. 29
Ellis Island, N. Y., 1917-----	158, 793. 12
Ellis Island, N. Y., 1917-18-----	129, 292. 58
Philadelphia, Pa-----	717. 75
Refund to Cunard Steamship Co. (Ltd.)-----	63. 75
Refund to North German Lloyd Steamship Line-----	502. 00
Refund to Hudgins & Dumar-----	75. 00
Refund to Scandinavian American Line-----	162. 50
Payment to E. C. Terry-----	100. 00
Total -----	3, 012, 169. 24

Children's Bureau:

Salaries, Children's Bureau, 1916-----	4, 392. 42
Salaries, Children's Bureau, 1917-----	101, 569. 85
General expenses, Children's Bureau, 1915-----	13, 802. 29

Children's Bureau—Continued.

General expenses, Children's Bureau, 1916.....	\$12, 074. 77
General expenses, Children's Bureau, 1917.....	44, 565. 84
Enforcement of the Child Labor Law, 1917-18.....	2, 051. 64
Total.....	178, 456. 81

Bureau of Naturalization:

Salaries, Bureau of Naturalization, 1916.....	8, 592. 25
Salaries, Bureau of Naturalization, 1917.....	81, 672. 64
Miscellaneous expenses, Bureau of Naturalization, 1916.....	31, 421. 37
Miscellaneous expenses, Bureau of Naturalization, 1917.....	254, 019. 08
Total.....	370, 705. 34
Grand total.....	4, 016, 337. 84

In addition to disbursements by the Disbursing Clerk, the following expenditures in behalf of the Department were specifically made:

By special disbursing agents in the Immigration Service.....	\$35, 518. 87
Claims settled by the Auditor for the State and Other Departments.....	11, 276. 04
Total.....	46, 794. 41

Miscellaneous receipts.—The following receipts from miscellaneous sources have been recorded during the year:

Bureau of Immigration:

Head tax.....	\$808, 835. 50
Fines.....	37, 002. 00
Court costs.....	3, 142. 59
Exclusive privileges.....	13, 220. 00
Telephone service and sale of ice.....	1, 462. 88
Forfeiture of bonds.....	3, 400. 00
Interest on deferred payment of bond.....	62. 58
Unclaimed property of aliens.....	145. 00
Proceeds of sale of condemned property.....	264. 21

Bureau of Naturalization:

Naturalization fees.....	635, 927. 52
Interest on naturalization fees.....	282. 98
Total.....	1, 508, 745. 21

Unexpended balances.—In accordance with the act of Congress of June 20, 1874 (18 Stat. L., 110, 111) the following unexpended balances of appropriations were covered into the surplus fund of the Treasury Department June 30, 1917:

Salaries, Office of Secretary of Labor, 1915.....	\$342. 22
Contingent expenses, Department of Labor, 1915.....	811. 85
Rent, Department of Labor, 1915.....	419. 96
Salaries and expenses, commissioners of conciliation, 1915.....	1, 178. 74
Salaries, Bureau of Labor Statistics, 1915.....	1, 114. 07
Miscellaneous expenses, Bureau of Labor Statistics, 1914.....	500. 00
Miscellaneous expenses, Bureau of Labor Statistics, 1915.....	171. 43
Library, Bureau of Labor Statistics, 1915.....	14. 50

Medical examination of injured employees, 1915-----	\$98. 72
Salaries, Bureau of Immigration, 1915-----	2, 135. 85
Expenses of regulating immigration, 1913-----	200. 50
Expenses of regulating immigration, 1914-----	702. 17
Expenses of regulating immigration, 1915-----	138, 560. 54
Relief of the Union Oil Co., San Diego, Cal-----	10. 00
Salaries, Children's Bureau, 1915-----	9, 215. 65
General expenses, Children's Bureau, 1915-----	752. 02
Salaries, Bureau of Naturalization, 1915-----	1, 114. 47
Miscellaneous expenses, Bureau of Naturalization, 1914-----	1. 64
Miscellaneous expenses, Bureau of Naturalization, 1915-----	274. 10
Total-----	157, 115. 98

THE BUREAUS.

BUREAU OF LABOR STATISTICS.

This bureau, organized January 1, 1885, as a bureau in the Department of the Interior was, as stated in a former report, the first congressional response to the appeals of wage earners in the United States for the present Department of Labor. As a result of 20 years of agitation over the country and of effort in Congress for a department of the Federal Government especially representative of the interests of wage earners, an act approved June 27, 1884, created this bureau in the Department of the Interior by the name of the "Bureau of Labor." That original "Bureau of Labor," transformed in 1888 into an independent department by the name of the "Department of Labor," with a Commissioner of Labor as chief, was placed in 1903 under the jurisdiction of the Department of Commerce and Labor as the "Bureau of Labor." It came under the jurisdiction of the Department of Labor as the "Bureau of Labor Statistics," pursuant to the organic act of this Department.

Monthly Review.—The Monthly Review, begun in July, 1915, has grown steadily in favor among persons interested in labor matters. It gives information concerning the current work of the Bureau of Labor Statistics and of other bureaus of the Department of Labor, and also the work of other Government agencies dealing directly with labor matters. Brief reports showing the results of original investigations are published in each issue. The reports of the bureau, as soon as published, are concisely summarized and printed in the Monthly Review, and statements each month show the Federal employment work and the conciliation work done by the Department. Statistics of immigration also are given. Up-to-date summaries of the work of the various State labor bureaus and of industrial and workmen's compensation commissions are given, together with notices of labor legislation by Congress, by States, and by foreign countries, and accounts of important court decisions affecting labor. In fact, information from every part of the world having a useful bearing upon labor subjects is published in the Review.

Other publications.—During the fiscal year ended June 30, 1917, there were received from the Government Printing Office 19 bulletins, 12 numbers of the Monthly Review, and a report on Hawaii printed as a Senate document.

All of the necessary work on three other bulletins had been done by the bureau, but it was not possible to have them published before the close of the fiscal year. The 32 publications actually issued contained 6,168 pages of printed matter, 30 pages of outline drawings, 7 text charts, 10 photo-engravings, and 1 photolithograph.

The bulletins are published in series, according to subjects, and numbered consecutively in the series to which their subject matter relates. Each issue also bears a whole number. Following is a subject list of the series: Wholesale prices; Retail prices and cost of living; Wages and hours of labor; Employment and unemployment; Women in industry; Workmen's insurance and compensation (including laws relating thereto); Industrial accidents and hygiene; Conciliation and arbitration (including strikes and lockouts); Labor laws of the United States (including decisions of courts relating to labor); Foreign labor laws; Vocational education; Miscellaneous series.

Reports transmitted but not published.—In addition to the 32 publications which had been issued (19 bulletins, 12 numbers of the Monthly Review, and the report of labor conditions in Hawaii) and the 3 bulletins which had been completed but had not been issued, there were 14 bulletins in course of preparation. The 17 bulletins not issued cover an original investigation of street railway employment; hygiene in the printing trades; labor legislation of 1916; proceedings of the conference on social insurance called by the International Association of Industrial Accident Boards and Commissions; union scale of wages and hours of labor; industrial experience of trade-school girls in Massachusetts; accidents and accident prevention in machine building; wages and hours of labor in the iron and steel industry; proceedings of the fourth annual meeting of the American Association of Public Employment Offices; decisions of courts affecting labor; wages and hours of labor in the lumber, millwork, and furniture industries; wholesale prices; proceedings of the National Employment Managers' Conference; retail prices; wage-payment legislation in the United States; industrial efficiency and fatigue in British munition factories; and mortality from respiratory diseases in dusty trades.

Studies in process.—Additional reports in course of preparation will present the results of several investigations of the labor conditions throughout the United States which have lately attracted considerable attention from the public. One of these reports relates to the workings of the industrial disputes investigation act of Canada, another relates to the cost of living in the District of Columbia, and the others have relation to the effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and

children; wages and hours of labor in the boot and shoe industry, in the cotton and woolen industries, and in the slaughtering and meat-packing industry; housing of workmen and their families by industrial establishments; the work of public employment offices; the turnover of labor; migration of labor; collective agreements; early deaths among operatives in the cotton-manufacturing industry; wholesale prices for 1917; retail prices for 1917; administration of labor laws in New England and in New Jersey; accidents and accident prevention in the iron and steel industry; welfare work in the United States; labor legislation of 1917; the effect of the air hammer on the health of the stonecutter in the Indiana oolitic limestone belt; and the employment system of the Lake Carriers' Association. Also it is expected to publish the proceedings of the fifth annual meeting of the American Association of Public Employment Offices, held in Milwaukee, Wis., September 20 and 21, 1917, and of the fourth annual meeting of the International Association of Accident Boards and Commissions, held in Boston, August 21 to 25, 1917.

Special studies with reference to the war.—To meet requests from Federal and State departments and from individuals, a great deal of material has been gathered and is being compiled on wage rates and retail prices in communities affected by the expansion in industry, types of collective bargaining, industrial hazards from accident and disease, and the employment of women in men's occupations. The demand for information on labor conditions in the belligerent countries of Europe has been met by the reproduction, in the form of a special group of bulletins and articles, of British, French, and other foreign official reports on hours, fatigue, health, welfare work, the employment of women and juveniles, labor unrest, and other matters concerning conditions of labor in those countries.

BUREAU OF IMMIGRATION.

Origin and functions.—Established as the "Office of the Superintendent of Immigration" by the immigration act of March 3, 1891, this bureau has grown to be one of the large and important branches of the Government, as the scope of the laws with the enforcement of which it is charged has expanded. Its duties include the enforcement of the immigration and Chinese-exclusion laws, the execution of the Department's Employment Service activities, and, since the declaration by the United States of war against Germany, the control of extensive Governmental activities connected with the taking into custody and internment of a large number of alien enemy officers and seamen from seized German vessels, as well as the apprehension and disposition of an additional great number of alien enemies at

large in the country whose internment was deemed necessary in the interest of the United States.

There follows a summary of the work under the immigration and Chinese-exclusion laws, with special reference to the experience during the last two months of the fiscal year with the operation of the new immigration statute (act of February 5, 1917), which became effective in its general provisions on May 1, the illiteracy clause of the act going into operation on May 5. The Employment Service is summarized as a part of the work of the Office of the Secretary and is dealt with in detail in the report of this bureau inclusive of the report of its Division of Information. The bureau's activities under the President's proclamation of April 6, 1917, are also summarized here.

GENERAL IMMIGRATION.

Summary of arrivals and exclusions.--The following statement, summarizing the totals of arrivals, exclusions, and admissions of aliens for the fiscal year closed June 30, 1917, should be compared with a similar statement in my report for 1916, at pages 90 to 93, inclusive:

Arrivals of aliens, July 1, 1916, to June 30, 1917-----	378, 905	
Detained for special inquiry-----	76, 144	
Admitted on primary inspection-----	302, 761	
Detained for special inquiry-----	76, 144	
Rejected by boards of special inquiry-----	20, 283	
Admitted by boards of special inquiry-----	55, 861	
Appeals-----	5, 262	
Petitions for bonding-----	53	
Petitions for admission until termination of war-----	7	
Petitions for hospital treatment-----	184	
Petitions for transit privilege-----	43	
Cases before Secretary of Labor-----	5, 549	
Rejected by Secretary of Labor-----	2, 908	
Admitted by Secretary of Labor:		
On appeal-----	1, 603	
On bonds-----	859	
Until termination of war-----	4	
For hospital treatment-----	140	
For transit privilege-----	35	
-----	2, 641	
Total-----		2, 641
Aliens admitted-----		362, 877
Aliens excluded-----		16, 028

Total alien arrivals-----		378, 905
Ratio of admissions to arrivals, 95.8 per cent.		
Ratio of exclusions to arrivals, 4.2 per cent.		

ALIEN ARRIVALS AND DEPARTURES.

During the past year the same conditions obtained with respect to reduced immigration as in the previous year.

Tabulation.—Following is a statement showing some of the most important items of statistical information, to be found in much greater detail in the report of the Commissioner General herewith submitted:

Arrivals (admitted):

Immigrant aliens.....	295, 403
Nonimmigrant aliens.....	67, 474

Total.....	362, 877
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Previous year:

Immigrant.....	298, 826
Nonimmigrant.....	67, 922
	366, 748

Increase or decrease:

Immigrant decrease.....	3, 423
Nonimmigrant decrease.....	448

Net decrease.....	3, 871
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Departures:

Emigrant aliens.....	66, 277
Nonemigrant aliens.....	80, 102

Total alien departures.....	146, 379
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Previous year:

Emigrant.....	129, 765
Nonemigrant.....	111, 042
	240, 807

Increase or decrease:

Emigrant decrease.....	63, 488
Nonemigrant decrease.....	80, 940

Net decrease.....	94, 428
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Increase in alien population, 1916 and 1917:

Arrivals (1916).....	366, 748
Departures (1916).....	240, 807

Net increase (1916).....	125, 941
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Arrivals (1917).....	362, 877
Departures (1917).....	146, 379

Net increase (1917).....	216, 498
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Increase in population in 1917 greater than in 1916.....	90, 557
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Decrease in aliens admitted, 1 per cent.

Increase in net addition to population, 0.72 per cent.

Age of admitted immigrant aliens:

Under 14 years.....	47, 467
14 to 44 years.....	214, 616
45 years and over.....	33, 320

Total.....	295, 403
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Literacy of admitted immigrant aliens:

Total 14 years or over.....	247, 936
Unable to read or write.....	35, 215
Able to read but not write.....	295
Illiterate.....	35, 510
Literate.....	212, 426

Illiterate, 14.3 per cent.

Financial ability.—There were shown to inspection officers, by immigrant aliens admitted, sums of money aggregating \$21,131,132, or an average of \$72 per person. Amounts of less than \$50 each were shown by 119,998 aliens; amounts in excess of that sum were shown by 88,598. About 58 per cent, therefore, of those able to prove possession of money had less than \$50 each. While 184,777 claimed to have paid their own passage, 104,864 admitted that their passage had been paid by relatives and 5,762 that it had been paid by persons other than relatives.

Ages and periods of residence of departing aliens.—During the year 66,277 emigrant aliens left the United States. With respect to 16,300 of these no record could be procured concerning length of residence here, as they left across the Canadian border. However, of the remainder 33,436 had resided in the United States less than 5 years, 11,419 from 5 to 10 years, 3,098 from 10 to 15 years, 732 from 15 to 20 years, and 1,292 over 20 years. As to ages, 5,085 were under 14 years, 50,964 were from 14 to 44 years, and 10,228 were 45 years or over.

Exclusion of arriving aliens.—Conditions during the past three years were so abnormal that accurate comparisons with previous years are difficult. Especially is this true with respect to numbers and percentages of exclusions. Exclusions in 1913 amounted to 1.38 per cent of the number applying; in 1914 this was increased to 2.3 per cent; and in 1915 the increase was so great as to reach the percentage of 5.3, while during the year ended June 30, 1916, it was 4.9. The past fiscal year shows a percentage of exclusions of 4.2. The reason for this high percentage of exclusions as compared with the percentages prior to 1915 is attributed, as in last year's report, to the much more thorough medical inspection made possible by the decreased immigration. As to numbers excluded, there were 24,111 for 1915, 18,867 for 1916, and 16,028 for 1917.

In accordance with the established practice the following table from the report of the Commissioner General of Immigration is quoted, showing each principal cause of rejection for the years 1909 to 1917, inclusive:

Cause of rejection.	1909	1910	1911	1912	1913	1914	1915	1916	1917
Idiots.....	18	16	12	10	18	14	6	5	9
Imbeciles.....	42	40	26	44	54	68	27	17	19
Feeble-minded persons.....	121	125	126	110	483	995	302	224	224
Insanity (including epileptics).....	167	198	144	133	198	197	128	151	146
Constitutional psychopathic inferiority.....									2
Likely to become a public charge (including paupers and beggars).....	4,458	15,927	12,048	8,182	7,956	15,784	15,606	10,427	7,822
Afflicted with contagious diseases.....	2,308	3,063	2,735	1,674	2,457	3,143	1,613	1,006	1,383
Afflicted with tuberculosis.....	83	95	111	74	107	114	89	108	119
Physically or mentally defective.....	370	312	3,055	2,288	4,208	6,537	955	1,703	1,734
Chronic alcoholism.....									10
Criminals.....	273	580	644	593	808	755	276	245	267
Prostitutes and other immoral aliens.....	323	316	253	263	267	280	291	439	510
Procurers of prostitutes.....	181	179	141	192	253	254	192	307	371
Contract laborers.....	1,172	1,786	1,336	1,332	1,624	2,793	2,722	2,080	1,116
Unable to read (over 16 years of age).....									391

Expulsion of aliens.—Aliens have been expelled from the country during the year to the number of 1,853, compared with 2,781 in 1916. The 1,853 expelled during the past year are divided as follows with respect to causes of expulsion:

In the country 3 years or less:

Members of excluded classes at time of entry.....	1,253
Became public charges from causes existing prior to entry.....	176
Became prostitutes after entry.....	83
Supported by proceeds of prostitution.....	27
Entered without inspection.....	180

Members of the class created by the act of Mar. 26, 1910, viz., the sexually immoral, notwithstanding that they have been in the country more than 3 years.....

51

Violations of Chinese-exclusion laws.....

82

Aliens deported by their own consent.....

1

Total..... 1,853

Total deportations.—Adding to the 16,028 aliens excluded at the ports and returned to the country of origin the 1,853 arrested and expelled from the country, it is shown that the total number of deportations for the year was 17,881.

ALIEN CONTRACT LABORERS.

During the year 1,116 aliens were excluded and 62 expelled as contract laborers. The figures for the previous year were 2,080 excluded and 116 expelled. As was true with respect to the previous fiscal year, the great majority of cases of this character arose on the Canadian and Mexican borders, the war in Europe having continued to interfere with the migration of alien contract laborers as of other aliens.

IMMIGRATION FROM INSULAR UNITED STATES.

As pointed out in the report for the fiscal year ended June 30, 1916, statistics on this subject were published for the first time in the annual report of the Commissioner General for 1914. The figures showed that during 1914 and the six preceding years 15,512 aliens came to Continental United States from insular United States—10,948 from Hawaii, 3,950 from Porto Rico, and 614 from the Philippines. Of this number 10,740 landed at San Francisco, 3,910 at New York, and 631 at Seattle. During 1915, 2,437 aliens came to the mainland from insular possessions—1,615 from Hawaii, 768 from Porto Rico, and 54 from the Philippines. Of these 1,610 landed at San Francisco, 756 at New York, and 10 at Seattle.

During the past year 3,031 aliens came to the mainland from the insular possessions—1,850 from Hawaii, 1,104 from Porto Rico, 42 from the Philippines, and 35 from the Virgin Islands; 1,824 landing at San Francisco, 1,138 at New York, 4 at Seattle, 1 at Galveston, 63 at Pacific seaports of Canada, and 1 at Portland, Oreg. The problems likely to increase if this kind of immigration be not restricted have been heretofore described by the Commissioner General, who strongly recommends remedial legislation.

NEW IMMIGRATION LAW.

In his annual report for the fiscal year the Commissioner General points out that the new immigration measure, which was passed February 5, 1917, became effective generally, under its own terms, on May 1, but the illiteracy-test clause thereof did not go into operation until May 5. While the bureau had had only two months of actual experience in the working of the new law up to the close of the fiscal year, and while it might therefore be thought that so short an experience was insufficient to provide a basis for an expression of opinion, this is not the fact; for the bureau has studied this new law for several years, having in that period assisted in its preparation and perfection. From past extensive experience the need was known of most of the new provisions included in the act. Immediately upon passage of the law the bureau took up the duty of preparing detailed regulations for the guidance of its officers in the law's enforcement. Although handicapped in many ways, especially by the fact that a much shorter period was given than originally was intended in which to prepare the necessary regulations and by the fact that new duties were suddenly imposed upon the bureau by the declaration of war, the regulations were prepared with great care and in most respects already have proved workable and satisfactory.

In reports for previous fiscal years the bureau has indicated the principal respect in which the then proposed new legislation would work improvements. The short experience had with the new law demonstrates that the anticipations are to be realized. The new law in most if not all respects is an eminently satisfactory piece of legislation; it is destined to be of great benefit to the country. Some of its provisions already have demonstrated their usefulness even as aids to the conduct of the war. Others undoubtedly will be found to be of equal value in that respect as the war progresses; this notwithstanding the law was neither prepared nor passed in anticipation that it ever would be used as a war measure. It is confidently believed that when the war ceases, and eventually there is a return to comparatively normal conditions as to immigration, the new measure will bear evidence at once of the wisdom of those who took active part in perfecting and placing it upon the statute books, especially with respect to the many admirable improvements made in its administrative features. The law has been made much stricter, much clearer, and much more inclusive by the passage of this act; but it is couched in such language and arranged with such care that those charged with its enforcement are enabled to temper justice with mercy without doing violence to their conscience, and at the same time the results intended are attained.

ILLITERATE ALIENS.

The provision in the new law excluding aliens who can not read was the subject of much discussion, and the opposition to the measure was centered largely upon this feature. Such comment as is possible after slightly less than two months' experience in the operation of this provision seems appropriate.

There had been a somewhat general impression that the test to determine literacy within the purview of the act would be difficult of application. It has been an agreeable surprise, however, in drafting the regulations to find that methods of applying the test to concrete cases could be devised which are comparatively simple, expeditious in practice, and calculated surely to ascertain what the law intends shall be revealed concerning each alien applicant. By the application of the methods adopted 391 illiterate aliens were excluded in May and June.

EXCLUSIONS FOR ECONOMIC REASONS.

Mention was made in the previous report of the case of *Geglow v. Uhl* (211 Fed., 236; 215 Fed., 573; 239 U. S., 3), wherein the decision of the lower courts upholding the position taken by the Department as to its power to exclude—as likely to become a public charge—

aliens who because of economic conditions at destination would be unable to secure self-sustaining employment was reversed by the Supreme Court. There is perhaps no feature of the new immigration law which could be pointed to with more satisfaction than the provision in section 3 that constitutes a shifting of the position among the excluded classes of "persons likely to become a public charge." It has been the practice almost from "time immemorial" to exclude by virtue of this clause aliens who were deemed likely for any reason whatever—physical, mental, moral, or economic—to become a charge upon the community in which they might settle if permitted to come into the United States; and such persons are equally a burden upon communities if they do become public charges, no matter what the underlying cause of their misfortune may be. In October, 1915, after the practice mentioned had obtained for many years and thousands of aliens had been rejected as likely to become public charges because conditions in the localities to which they were en route were such that the only reasonable conclusion was that they would not be able to obtain self-supporting employment, the Supreme Court held that the excluding clause, largely because of its position in the act along with other clauses excluding for personal disqualifications, could not operate to exclude an alien simply because the evidence in his case showed he would not be able to obtain employment at destination. Immediately the attention of Congress was directed to the serious situation created by this decision the appropriate provision was included in the law, and the anxiety in regard to it was relieved. There is no doubt that from this time forth aliens who for any reason whatever are likely to become a charge on the public will be subject to exclusion. About 49 per cent of all the aliens rejected during the past year, 7,893 in number, were denied entry because deemed likely to become public charges. In addition 718 alien public charges were expelled, together with 176 with respect to whom it was found that at the time of entry they were likely to become inmates of public institutions, making a total of 8,787 aliens to the burden of whose support the various communities of the United States were not subjected.

INDUCED AND ASSISTED IMMIGRATION.

This class of immigrants always has constituted a serious problem. As a general rule it might be said that voluntary immigration is healthful and that involuntary or stimulated immigration is harmful. This always has been the attitude of the law toward the subject; but unfortunately the statutes heretofore passed never have been sufficiently comprehensive, explicit, or drastic to reach and cure the evil. It is believed that the new law is a great improvement in this respect over all its predecessors.

ORIENTAL IMMIGRATION.

Referring to its previous reports and recommendations in their bearing upon this particular subject, the bureau first expresses its entire satisfaction with that phase of the problem which is completely covered by the new immigration act; but, with reference to that phase which is helped but not cured by said law, it alludes again to the inadequacies and impossibilities which confront it and which must continue to confront it until there is further legislation in efforts to carry out the will of the people of this country expressed through the Federal Legislature. The geographical excluding clause (or as it is sometimes called "the latitudinal and longitudinal clause") is pointed out by the bureau as one of the most far-reaching and most beneficial provisions of the new act. It attracted so little notice, comparatively, during the time the bill was under discussion, and was to such a great extent overshadowed by the heated controversy with respect to the illiteracy test, that its scope and possibilities in a preventive way in the solution of immigration problems for all time to come have not been fully understood or adequately appreciated. It recognizes the impossibility that this country shall ever consent to the settlement here of thousands of orientals who inherently (and this is not said in a spirit of criticism at all, but merely as a statement of fact) are incapable of assimilation into the body politic of the Nation the population of which is of occidental origin. The principle upon which it proceeds is that of the Chinese-exclusion law, to wit, that a country the laboring class of which legally, socially, morally, ethically is upon the same plane as the other classes of the population contains no place in its economic arrangements and systems for laborers who (whether by choice, by inheritance, by force of circumstances, or otherwise, it matters not) are of that designation or description a clear understanding of which is conveyed to the occidental mind by the use of the word "coolie." With this suggestion of the scope of the geographical clause of the new act, the Commissioner General expresses the belief that said provision of law, which in brief denies entry to the United States of aliens who are natives and subjects of that part of Asia within prescribed latitudinal and longitudinal limits, will serve to remedy in large measure the evils of immigration from the "far Orient," although a problem of great magnitude in this connection still confronts the United States.

ALIENS EMPLOYED ON VESSELS.

The Commissioner General states that for many years the bureau has directed attention to the necessity, if the immigration law is to be effectively enforced, that authority should be given immigration officials properly to supervise the landing of aliens employed on

vessels entering ports of this country. It has long been customary to regard seamen as a class by themselves, especially so far as immigration restrictions are concerned. Of course it is necessary to the proper conduct of the world's commerce that the calling shall be recognized and its privileges protected. But the employment of aliens on vessels entering our ports has long constituted one of the most serious loopholes in the immigration law. Shortly before the present immigration act became a law Congress passed the seaman's act. The underlying purpose of the seaman's act is to make the calling of the seafaring laborer, like the calling of his brother on shore, one in which the employee is free to offer his services to whom he pleases and to demand of his employer the kind of treatment and the amount of wages that will adequately recompense him for the service performed. The Commissioner General also observes that there can be no doubt, whatever criticism may be launched against this piece of legislation from other points of view, that it has emancipated the seaman. In view of this fundamental purpose of the seaman's act as passed, it became necessary to bring the provisions of the proposed immigration law that had been drafted to meet the immigration problem constituted by the seamen into such shape that they could be enforced, and the frauds perpetrated by aliens pretending to be seamen prevented, without interfering in any noticeable degree with the operation of the seaman's act itself. Thus the immigration statute and the seaman's act were brought into proper conformity. This has been aided by the adoption of an appropriate rule dealing with the enforcement of the immigration law with respect to seamen.

ADMINISTRATIVE FINES.

The Commissioner General's report goes into detail with respect to the provisions of the new immigration statute extending the grounds for the assessment of administrative fines. One of the salutary provisions of the immigration act of 1903 was that assessing a fine administratively against any transportation company that might bring to a port of the United States an alien afflicted with a loathsome or dangerous contagious disease. The provision was incorporated in that law at the suggestion of the Bureau of Immigration. It was repeated in section 9 of the immigration act of 1907 and extended to include the bringing of an alien afflicted with tuberculosis or with idiocy, imbecility, or epilepsy. In section 9 of the new law it has been again enlarged very materially, so that it now covers the bringing to a port of this country of "any alien afflicted with idiocy, insanity, imbecility, feeble-mindedness, epilepsy, constitutional psychopathic inferiority, chronic alcoholism, tuberculosis in any form, or a loathsome or dangerous contagious disease." The amount

of the fine as specified in the acts of 1903 and 1907 was \$100; it has been increased in the new law to \$200. Section 9 of the new law contains also these additional provisions: One assessing a fine of \$200 against any transportation company that may bring to a port of the United States any alien excluded by the illiteracy clause or by the geographical clause of section 3; one assessing a fine of \$25 for bringing to a port of the United States any alien afflicted with a mental defect of a less serious nature than those specified in the amended original provision or with a physical defect of a nature to affect earning capacity; and several requiring that in every case in which a steamship company is assessed either the \$200 or the \$25 fine prescribed by said section, the company shall pay to the collector of customs, in addition, "a sum equal to that paid by such alien for his transportation from the initial point of departure indicated in his ticket to the port of arrival, * * * such latter sum to be delivered by the collector of customs to the alien on whose account assessed." Provision is also made in section 35 of the new law for the imposition of a fine of \$50 in cases in which aliens afflicted with certain mental or physical disabilities are brought to ports of the United States as employees of vessels; so that the method of control is extended also to those sections of the new law intended to cure the evils arising from the coming of diseased or otherwise inadmissible alien seamen. The effectiveness of the new law with regard to administrative fines stands out in prominence in a comparative table prepared by the Commissioner General, which shows that during the first 10 months of the fiscal year fines to the total of \$8,600 were assessed, while during the last 2 months of the year, when the new act was in operation, fines to the aggregate sum of \$58,140 were assessed.

ALIEN ENEMIES.

It was the bureau's privilege, working under the direction of the Department, to take the first step in actually carrying out the will of the country in joining in the battle for democracy against autocracy. When it became evident that Congress would declare a state of war to exist, the bureau was directed by the Secretary to arrange for assuming custody of the officers and crew men of all the German ships lying in the harbors of the mainland of the United States, Honolulu, and Porto Rico, and to lay plans for the cooperation of other interested departments which would insure the taking of this first step promptly when the time came and without hitch or friction. After consultation with the several interested departments, instructions were issued to the officers in charge at the various ports where vessels of Germany were anchored which resulted in having all the men on duty and the boarding boats in readiness to proceed at a

moment's notice. Certain officers of the bureau remained on duty with the Secretary and his staff of assistants during the night of April 4-5, awaiting word from the Capitol as to the contemplated action of Congress. At 3.14 a. m., April 5, the message came that Congress had declared a state of war to exist. At 3.15 o'clock the prearranged message reading "Proceed instantly. Wilson" was cabled and telegraphed to the appropriate ports; and the next instant the Secretary of the Treasury was informed over an open telephone wire that such message had gone, whereupon a similar message from him to the collectors of customs, directing them to take charge of the vessels from which the immigration officers would remove the German officers and crew men, was likewise dispatched. The removal of the men from the ships immediately ensued, and this was accomplished promptly and without any accident or untoward incident, instructions previously issued having contemplated that all should be treated with every kindness and courtesy. This merely inaugurated the enormous task that fell to the bureau's lot, for of course arrangements had to be perfected and carried out for the internment of all the alien enemies taken from the ships. These officers and crew men were not regarded as in any sense prisoners of war, but simply as aliens who had not been admitted to the United States under the immigration law and who, in addition, had suddenly become enemies of this country and for whose care and safety proper provision had to be made. As rapidly as possible they were assembled in the available places best suited to their internment.

This preliminary work with respect to alien enemies has been followed by the consideration, investigation, and disposal of numerous applications for permission to enter and applications for parole, submitted to the Department of Justice through this Department under arrangements made in accordance with the President's proclamation of April 6, 1917; the examination and taking into custody of Germans arriving as passengers and as seamen on American and neutral ships; and the apprehension and taking into custody of others found to be at large in the United States whose continued freedom here was deemed to be against the interests of the United States while the war is in progress. It further became the bureau's duty, owing to the congestion at the immigration stations at certain ports where these alien enemies were originally interned, to select a site and construct thereon appropriate buildings to constitute a satisfactory interior interment camp for alien enemies. The work of the director of internment—the officer designated to control the administration of the interment camp at Hot Springs, N. C., the site selected—did not begin during the fiscal year, but the activities under his jurisdiction during the brief period since his appointment are covered in digested form by this report at pages 101 to 105.

PERSONNEL.

The Commissioner General's report emphasizes a distressing situation which confronts the bureau—the inadequate force with which it is obliged to conduct the important work of the Immigration Service. The year has been marked by more numerous and more serious losses among the personnel than any previous similar period. The inadequacy of the force is acute at the stations in the districts controlling immigration across the Canadian and Mexican boundaries. This condition in the Immigration Service is intensified by the new immigration statute, the proper enforcement of which necessitates the enlargement of the working force at many important inspection points. Contentment amongst members of the service is a recognized essential when betterment of work is to be undertaken. The continuance of the seven-day week for many of the officers, the long hours of duty for most of them, and the absence of any satisfactory system to provide promotions for all deserving officers and employees constitute elements of unrest and discord which naturally operate to check the approach to a higher standard of efficiency the realization of which is considered of the utmost importance to the welfare of the United States. The shrinking of the force, particularly in the districts on the land boundaries, has resulted inevitably in placing additional burdens upon those who remain; and, regrettable as it is to relate the fact, there has been a steadily growing sentiment of dissatisfaction and discontent among the employees of the service because of the failure to receive what they believe to be due them in the way of financial recognition, especially as this financial aid is essential to meet the increasing cost of the necessities of life. At the rate of pay prevailing it has been impossible to secure and retain an adequate and competent stenographic staff. This difficulty is one of the most serious and far-reaching in its demoralizing effects of any with which the administrative officers are confronted, and extends to the bureau proper.

IMMIGRATION STATIONS.

Boston.—During the past year no progress has been made toward the construction of the new station at the port of Boston, for which an appropriation was made several years ago. This project is under the direction of the Treasury Department; but congressional authority for increasing the original limit of cost has not been forthcoming, and this situation leaves the Immigration Service in the unfortunate position of continuing to occupy a rented building which long since was found unsuitable from the standpoint of sanitation and safety from fire. The embarrassing condition at this port found additional emphasis upon the entrance of the United States into the war, as several hundred interned aliens at Boston were then placed in custody of the immigration authorities and considerable difficulty

attended the effort to place these people temporarily, the present station being wholly inadequate to care for them. Again, it is recommended that the new station be constructed as speedily as possible, that it may be ready for occupancy coincident with the commencement of increased immigration which probably will take place upon the conclusion of the conflict abroad.

Ellis Island.—The Ellis Island Station was seriously damaged by the explosion which took place at Black Tom Peninsula, about a mile distant, on the night of July 30, 1916. The damage exceeded \$400,000 in money value for replacements and repairs, but it is impossible to say that this completely covers the destruction, since the fabric of the buildings sustained injuries which may never be corrected and probably will manifest themselves for many years to come. An initial appropriation of \$150,000 was granted by Congress to begin the work of restoration, and this was supplemented afterwards by an additional fund of \$246,995, which is expected to be sufficient to complete the work. This catastrophe had the effect of delaying several important improvements for which appropriations had been made, as these could not go forward amid the destruction that visited every part of the station. Fortunately there was no loss of human life, the several hundred persons in detention at the time being transferred to places of safety until the damaged structures were prepared for reoccupancy. This is the second explosion near Ellis Island which has wrought great injury to the physical property of the station, the cost of repairs in this case amounting to 16 times that incurred on the former occasion. The necessity of legislation to permit the Federal authorities to regulate the handling of explosives in New York Harbor, and particularly near the Government establishments therein, is clearly indicated, and it is recommended that the Department put forth additional efforts to secure the enactment of such a measure.

It is gratifying to mention that the sundry-civil appropriation act approved June 12, 1917, carried appropriations aggregating \$321,000 for some of the most urgent items of improvement at Ellis Island, particularly new boilers in the power house and an extension of the granite sea wall about the island. With the \$200,000 already allowed for the latter item, the total appropriation is \$416,000 out of a total limit of cost primarily fixed at \$787,170. It appears certain that the work can be completed within the original limit.

The forthcoming estimates will contain a number of items for the Ellis Island Station, and I wish to renew what was stated in the 1916 report as to the urgent necessity for providing detention accommodations for cabin passengers. Complaints not only from passengers but from representatives of foreign Governments affecting treatment of their nationals have accentuated at times the necessity for quarters

for cabin passengers at Ellis Island. The new immigration law is certain to increase the number of detentions in the first and second cabins; and as time is required to make extensive building improvements, it would be particularly gratifying to have this item allowed without further delay, so that the work may be completed before the actual resumption of normal immigration.

Philadelphia.—There has been no change in the conditions at Philadelphia since a year ago, and the recommendations contained in the 1916 report with reference to the station at Gloucester City, N. J., are renewed. The recent allowance by Congress of \$2,300 for an underground wiring system at this establishment will eliminate one of the existing sources of danger at the Philadelphia Station.

Baltimore.—The construction of the Baltimore Station, which is being performed under the direction of the Treasury Department, shows progress toward completion and it is expected that the buildings will be ready for occupancy within the next few months. A number of plans have been suggested for the utilization of these buildings pending the resumption of general immigration through the port of Baltimore, but definite recommendations are withheld until the structures are actually completed and turned over for occupancy.

Charleston.—It was mentioned in the last report that the Naval Militia of South Carolina was expected to occupy the station at Charleston, S. C., pursuant to legislative authority to that end, which had been recently granted. Plans to thus dispose of the property could not be perfected, and it has since been found desirable to permit the Navy Department to occupy the building, which is well situated for naval purposes.

New Orleans.—The New Orleans Station was visited by fire on June 5, 1917, with the result that the large wharf constructed and turned over to the Government by the New Orleans board of harbor commissioners was almost completely destroyed. It was not definitely determined what caused the conflagration, but for the present no recommendation will be submitted looking to replacement of this wharf.

Galveston.—The Galveston Station is still occupied by the Coast Guard, and there appears to be no reason why that service should not have the property indefinitely, as immigration via Galveston has been very light for some time and the Coast Guard lost its building during the hurricane of August, 1915.

San Francisco.—The failure to secure an appropriation to commence operations at San Francisco by constructing the first units of a mainland station has left the Immigration Service badly handicapped by being compelled to remain in the existing structures at Angel Island, the unsuitability of which has been pointed out in several previous annual reports. The postponement of this project undoubtedly will make it necessary to increase the estimate, previously

submitted, of \$175,000, which was based upon building costs of three years ago. Economy and efficiency can not be attained by continuing the station at such a remote point as at present, and a strong centralized system of administration can be made possible only by placing the station at a point where the maintenance of branch offices in the city may be dispensed with and all the work brought directly under the supervision of the commissioner of immigration and his immediate assistants. During the past year there has been another development which points to the need for early action in this matter, as the immigration of Caucasians to San Francisco via Asiatic ports has been markedly increasing, and, once established, is not likely to cease, even with the resumption of normal traffic across the Atlantic Ocean. The situation adds a strong reason to support the improvement recommendations hitherto made, which are hereby renewed.

LAND BORDER IMMIGRATION STATIONS.

The provision in the act of February 5, 1917, which requires transportation lines operating across the land boundaries to provide suitable and approved quarters for the Immigration Service has solved many of the problems formerly existing on the Canadian border, over which the larger portion of the traffic is by rail or steamer; but on the Mexican border, where entry on foot or by stage is the most prevalent method, the Immigration Service must continue to provide its own stations or close the border ports. As a practical matter this could not be done. In the last annual report there was set forth a statement of a joint building program to meet the needs of the service on the Mexican border, and the course therein described is again recommended for favorable consideration.

CHILDREN'S BUREAU.

The Children's Bureau is directed by the act of April 9, 1912, which created it, to investigate and report upon all matters pertaining to the welfare of children. This year the bureau's scope has been enlarged to include an administrative division, the Secretary of Labor having designated it on January 4, 1917, to enforce the United States Child Labor Act under the power which section 3 of the act confers upon him.

UNITED STATES CHILD LABOR ACT.

The United States Child Labor Act became effective September 1, 1917. It provides:

That no producer, manufacturer, or dealer shall ship or deliver for shipment in interstate or foreign commerce any article or commodity the product of any mine or quarry, situated in the United States, in which within 30 days prior to the time of the removal of such product therefrom children under the age of 16

years have been employed or permitted to work, or any article or commodity the product of any mill, cannery, workshop, factory, or manufacturing establishment, situated in the United States, in which within 30 days prior to the removal of such product therefrom children under the age of 14 years have been employed or permitted to work, or children between the ages of 14 years and 16 years have been employed or permitted to work more than 8 hours in any day, or more than 6 days in any week, or after the hour of 7 o'clock postmeridian, or before the hour of 6 o'clock antemeridian.

For the enforcement of this law the Child Labor Division was created in the Children's Bureau, with an appropriation of \$150,000 for the period from the date the appropriation was made, April 17, 1917, to June 30, 1918. The staff of the new division consists of a director, assistant director, and the necessary office force, with a field force of inspectors and assistant inspectors. All of the positions are under the civil-service law.

Miss Grace Abbott, of Chicago, was appointed director under section 10 of rule 2 of the civil-service rules. On May 1 she began the preliminary work necessary to the prompt and equitable enforcement of the law.

The Child Labor Board, consisting of the Attorney General, the Secretary of Commerce, and the Secretary of Labor, is directed by the act to make and publish from time to time uniform rules and regulations for carrying out its provisions. An advisory committee was designated by the board to prepare tentative rules and regulations. These were printed and widely distributed, together with a notice of a public hearing to be held in Washington July 24, 1917, through which it was desired to afford opportunity for full consideration of any suggestions or criticisms which employers, employees, or others interested in the administration of the act cared to offer.

A second meeting was announced for July 27, 1917, to which State officials charged with the enforcement of child-labor and compulsory school-attendance laws were invited, that methods of cooperation whereby duplication of the work of State authorities could be avoided might be discussed. On August 14 the rules and regulations were formally adopted by the Child Labor Board.

Section 5 of the act provides that "in any State designated by the board, an employment certificate or other similar paper as to the age of the child, issued under the laws of that State and not inconsistent with the provisions of this act, shall have the same force and effect as a certificate herein provided for." This provision affords a means of avoiding the cost and inconvenience of separate certificates issued by both State and Federal Governments.

On February 19, 1917, the Child Labor Board sent a letter to the governor of each State outlining the probable maximum requirements for proof of age for Federal certificates and suggesting that States

whose requirements were not substantially equivalent to those of the Federal Board give some State officials administrative power within the State similar to the power of the Federal Child Labor Board or enact the requirements for proof of age tentatively fixed by the Federal board. The board expressed the belief that the adoption of either suggestion would enable the board to accept State certificates.

Many legislatures had adjourned before the letter to the governors was received. Certain of these States already had child-labor laws and methods of administration equivalent to the requirements of the United States Child Labor Act and of the rules and regulations. A number of the States acted on the suggestions made in the board's letter to the governors.

On August 15 the Child Labor Board decided to accept the State certificates of age in certain designated States for six months, pending investigation. This permits a more permanent decision based on an actual examination of the methods of issuing certificates in the States so designated. In other States in which the issuing of Federal certificates was found to be immediately necessary issuing officers were sent in advance of September 1 to secure evidence of age. This was done in order that certificates might be furnished without undue interruption or inconvenience to employers or employees. In these States issuing officers are now assigned to regular routes so arranged as to serve as well as possible the convenience of operatives and employers. In a few States Federal certificates are being issued by designated State officials.

As a working basis of cooperation between State and Federal inspectors the Secretary has commissioned State officials charged under the State statutes with the enforcement of the State child-labor laws as inspectors under the United States Child Labor Act. This enables State inspectors to secure evidence of shipment in interstate or foreign commerce when they find in the course of their regular inspection that the standards laid down in section 1 of the United States Child Labor Act have been violated. Inspectors of the Child Labor Division also will make inspection in these States on complaints of violations received as well as on the initiative of the division.

Soon after the law went into effect the Children's Bureau received a complaint from a State commissioner of labor stating that children were employed on a certain Government reservation. They were working in restaurants, laundries, and similar establishments not engaged in interstate commerce, to which the United States Child Labor Act does not apply.

The complaint was brought to the attention of the Secretary of War, who, in order to make conditions in Army forts and posts con-

form to the standards laid down by the United States Child Labor Act, issued the following instructions through The Adjutant General:

1. That on Government reservations children under 14 years of age are not to be employed.

2. That children between 14 and 16 years of age are not to be employed (a) more than eight hours in any workday, (b) more than six days a week, (c) before 6 a. m. or after 7 p. m.

3. In order to enforce these standards it is desired that certificates be demanded and kept on file for every child between 14 and 16. * * *

4. In determining whether children between 14 and 16 have been employed more than eight hours in any day the hours of employment shall be computed from the time the child is required or permitted or suffered to be at the place of employment up to the time when he leaves off work for the day, exclusive of a single continuous period of a definite length of time during which the child is off work and not subject to call. All employers on Government reservations shall be required to keep a daily time record showing the hours of employment for each and every child between 14 and 16 years of age.

MOTHERS IN INDUSTRY.

A general belief appears to exist that the number of married women in industry has greatly increased since the war began, and that the number is likely to become much larger and to involve women with very young children who could not but suffer without their mother's care.

A preliminary inquiry was made by the bureau in June of the present year to discover the grounds for this belief. An agent of the bureau who was sent to the stockyards district in Chicago reported that the total number of women employed by half a dozen firms was 4,500, of whom 40 per cent were married and a considerable number had children of school age or younger. Women were working 10 hours a day, beginning at 7 a. m., and women were also employed at night.

The agent wrote that—

Most of the firms agreed that there has already been an increase in the number of women at work in the yards and in the proportion the married bear to the single women. The employers account for the loss in the number of single girls by the cessation of immigration due to the war and by the fact that many of the quickest and brightest girls, attracted by higher wages and more agreeable work, have gone to the munition works.

The jobs left vacant have been given in large part to married women. The employers have found also that many of the girls who leave the yards to get married return to work again after a short absence. Two things lead the girls to return—the high cost of living and the attractively high wage which the yards now offer. The employers feel that within the next few months it will be practically inevitable that this increase in the number of women employed and in the proportionate gain of married over single woman employees will go still further.

Inquiries in other parts of the country secured no precise information. It is plain, however, that the industrial employment of married

women is likely to increase in this country as it has abroad. Clearly no mere prohibition of the employment of mothers of young children in industry will meet the case. Local councils of defense well may satisfy themselves as to the necessity of such work on the part of individual mothers and resort to pensions and allowances as a substitute, if the family needs demand, rather than permit the increased infant mortality which follows the employment of the mothers of nursing infants away from their children.

STUDY OF DEPENDENT AND DEFECTIVE CHILDREN.

In Delaware the bureau has made a study of the social conditions of mentally defective children as a part of the cooperative work done with the Federal Bureau of Education and the United States Public Health Service. The data collected by the Children's Bureau about the conditions of children whom the tests made by the Public Health Service showed to be mentally defective indicated the urgent need for proper provision for a very considerable number of feeble-minded children.

A preliminary report of the investigation was presented to the legislature. Largely as a result of this evidence the legislature, without a dissenting vote, made an appropriation for the establishment of an institution for the feeble-minded, and a permanent commission was appointed empowered to take the necessary steps toward establishing an institution, employing a superintendent, and making rules regulating the admission of feeble-minded persons. The report, *A Social Study of Mental Defectives in New Castle County, Del.*, has since been published by the bureau.

There was no law in Delaware for the State supervision of dependent children. A limited survey of the situation of dependent children placed out in family homes in the State was made by the bureau at the request of the governor.

A preliminary discussion of the findings was submitted, showing that more than two-thirds of the placed-out children in Delaware had been brought there from outside the State. There was presented also a summary showing the measures by which certain States protect themselves from ill-judged or irresponsible placing out of dependent children from other States.

On the basis of this information a law was enacted by the State legislature regulating the bringing of dependent children into the State and requiring that a bond of \$3,000 to insure against the child's becoming dependent on the State be filed with the commissioner of education for each child placed in Delaware from another State. It is the first provision in the Delaware statutes relating to State supervision over dependent children.

CHILD WELFARE ABROAD.

Immediately upon the declaration of war by the United States the Children's Bureau began a systematic study of the material upon child welfare in the warring countries available in this country. The study was made in the belief that in dealing with the problems of child welfare which war creates or renders more acute the United States might find help in the experience of the nations now more than three years at war.

Special studies were made of child labor, dependency, delinquency, illegitimacy, provisions for soldiers' families, and maternal and infant care; reports are being made available as rapidly as possible.

The study of child labor in the warring countries shows that their tendency is to restore the standards relaxed in the early stress of war or to adopt new and higher standards of industrial protection. This is because it is realized that, as the British committee on the health of munition workers says:

The country can not afford the extravagance of paying for work done during incapacity from fatigue * * * or the further extravagance of urging armies of workers toward relative incapacity by neglect of physiological law.

SOLDIERS' COMPENSATION.

The importance to child welfare of the State's provision for those who are dependent because their breadwinners have been called to the colors became evident early in the study of the condition of children abroad. Consequently the bureau made a report on the provisions adopted by Canada, the country most available for study and whose standards of living more nearly resemble ours than do those of European countries.

Mr. (now Captain) S. H. Wolfe, an actuary of recognized authority, generously went to Canada and made the study for the bureau. His report was published by the bureau under the title "Care of Dependents of Enlisted Men in Canada."

Provision for enlisted men and for their families, for reeducation, and for an insurance system are the outstanding points of the Canadian plan. The methods described are carried out in Canada in part by the Federal Government, in part by municipalities and Provinces, and in part by voluntary agencies; but they are capable of adaptation and extension into a complete governmental system.

In the 50 years since the Civil War legislation affecting the family and its economic status has shown marked growth in the United States. Workmen's compensation laws, minimum-wage laws, and mothers' pension laws are recognized examples; and it can not be doubted that their tendency has been to strengthen self-respecting family life and to maintain reasonable standards of care and nurture

for the children. In view of this result it is to be expected that a system of compensation can be developed whereby the Government will make possible for the children of soldiers and sailors the home life and parental care which are the common need of every child and upon which the advancing standards for the general welfare of all the children in a democratic nation must depend.

At the special direction of the Secretary of Labor, upon the submission of the Canadian Report, a further study was made by the bureau under Capt. Wolfe's general supervision. It is entitled "Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents." The rates of compensation and pension allowed in 12 foreign countries are presented in a series of tables and compared with those allowed in the United States.

These reports were prepared with the purpose of securing a basis for drafting a general governmental measure for the compensation of American soldiers and the care of their families. Part of the material was so used even in advance of publication, and after conferences and consultation with representatives of the Department of Labor, the Department of Commerce, the Treasury Department, the War and Navy Departments, and the Pension Bureau a bill embodying in a single governmental scheme the essentials of the Canadian plan, together with a new Government insurance provision of prime importance, was drafted under the supervision of the Hon. Julian W. Mack, of the United States circuit court, who accepted an appointment as chairman of a special committee of the committee on labor of the advisory commission of the Council of National Defense and also of a special committee appointed by the Secretary of the Treasury.

THE CONSERVATION OF INFANT LIFE.

The conservation of infant life is receiving increasing attention in the warring countries. England is employing more health visitors to care for mothers and babies; Paris has made greater provision for maternity care; in Belgium canteens for the feeding of mothers and young children were established; in Germany special effort is made to enable mothers to care for their own children. Upon the experience of these countries is based the statement that the chief preventive measure for protecting babies is provision for their intelligent care and nursing by healthy mothers in their own homes.

In the light of the growing realization of the necessity for conserving infant life the studies of the causes of infant mortality to which, from the beginning, the bureau has devoted a large share of its energy become of increased public urgency.

This year some of the figures of the eight completed field studies of infant mortality have been combined for the first time. More than 13,000 babies have been considered. The cities selected have varied in population from 21,550 to 96,652, and have differed widely in characteristics. They embrace a choice residential suburb and cities and towns in which the chief industries are textiles, shoes, rubber, metals, and steel. The combined figures for the eight cities show an even steadier decrease in the death rate among babies under 1 year of age as the income of the father increases than did the figures for Manchester (N. H.) alone, the study of which was published this year. For the eight cities more than one-fourth, or 25.8 per cent, of all the fathers earned less than \$550 a year; 1 in every 6 of their babies died before completing the first year. Only about one-eighth, or 13.1 per cent, of all the fathers earned \$1,250 or more; and 1 in 16 of their babies died within the first year. The infant death rate among the babies in this higher income group was less than two-fifths that of children whose fathers earned under \$550 a year.

THE PUBLIC PROTECTION OF MATERNITY.

The understanding is growing in the United States that permanent success in reducing infant mortality can be achieved only in connection with the protection of mothers.

The Children's Bureau's statistical and field studies of maternal mortality have made clear that the pressing question in protecting mothers is how to make promptly and uniformly available for all mothers and children, in town and country alike, irrespective of income, the services of nurses, doctors, conference centers, and hospitals.

The studies of child welfare abroad, which are discussed in the Fifth Annual Report of the Children's Bureau, show the growth of facilities for caring for mothers and children. The local government board of Great Britain in its 1916 report emphasizes the necessity for increasing the protection of mothers and babies, and describes the program now in operation in the many separate sanitary districts of England and Wales, where with marked uniformity decreases appear for the second year of the war as against the first. At the same time the average figures for England and Wales show an infant mortality rate for 1916 of 91, as against 110 for the period 1911-1914, a decrease of nearly one-fifth. The chief features of the local government board program are:

1. The extension of money grants by the local government board to local sanitary districts under carefully specified conditions.
2. The notification of births to the local medical officer of health within 36 hours. (Registration may be made within six weeks.)

3. The establishment of centers for hygienic and medical advice for mothers and babies.
4. Provision for proper care at childbirth.
5. Sufficient arrangements for hospital care when necessary.
6. Home visiting by health visitors.

The duties of health visitors are educational as well as practical. Many of the visitors are nurses. It is plain that their work is closely analogous to that of the public-health nurse in the United States.

In New Zealand and the Australian Commonwealth much attention has been paid to protecting maternity. New Zealand's infant mortality rates for 1911-1915 are substantially and consistently lower than those of the Australian Commonwealth for the same years. Throughout this comparatively new pioneer State a fairly complete plan is in operation making available to a preponderating number of the mothers of New Zealand, in country and town alike, information, nursing, medical, and hospital service. In Australia the allowance of £5, made by the Government when a child is born, is generally accepted. Yet since the allowance system was introduced the fall in the infant death rate has not been as great as during the years preceding its introduction. The report of the Committee Concerning Causes of Death and Invalidity in the Commonwealth points this out and says:

Speaking generally, your committee is of the opinion that much greater benefit could be obtained from the large sum of money spent annually than is being obtained under the present system, and that as the wastage of life and damage to health now occurring in connection with childbearing is due to the ignorance of the mother and lack of skilled care, such improvement should be sought in two directions:

1. The provision of every facility for pregnant women to obtain skilled advice *before* the confinement occurs.
2. The provision of trained attention by a properly qualified and *properly supervised* midwife or nurse during the lying-in period.

* * * * *

In the opinion of your committee, however, there is imperative need for the immediate extension of existing facilities for pregnant women to obtain skilled advice concerning their health before their confinement, and the Commonwealth Government might well provide financial assistance to enable women's hospitals and similar institutions to inaugurate or extend such branches of their activity, and might even undertake the provision of such facilities in places where they are as yet nonexistent. The return to the community would almost certainly more than compensate for the expenditure involved.

On the basis of these facts the Children's Bureau recommends the adoption in the United States of a nation-wide plan for the public protection of maternity with Federal aid.

In the effective work already going on under State boards of health having child-hygiene divisions, through the extension service of the home-economics departments of many State universities and

through the county agents of the Department of Agriculture and of the land-grant colleges, a basis is already prepared for a nation-wide movement which would be made possible by an act of Congress permitting appropriations from Federal funds for the public protection of maternity and infancy.

A program for the United States should include no less than—

1. Public-health nurses to be available for instruction and service as are the public-school teacher and other public officers. Many hundred municipal nurses are thus employed in the principal cities of the United States, a few are at work in the country, and the specialization necessary for the protection of mothers and infants would only extend a system already approved.

2. Instruction in schools and universities and through different forms of extension teaching covering the field of hygiene for mothers and children furnished at such places and times as to meet the needs of persons of varying ages and circumstances.

3. Conference centers at county seats or elsewhere affording convenient opportunity to secure examinations of well children and expert advice as to their best development.

4. Hospital facilities made available and accessible for mothers and children.

5. Proper care at childbirth.

Precedent exists in the United States for creating a method of affording public protection for maternity and infancy with Federal aid. On May 8, 1914, Congress passed what is popularly known as the Smith-Lever Act "to provide for cooperative agricultural extension work between the agricultural colleges in the several States receiving the benefits of an act of Congress approved July 2, 1862, and of acts supplementary thereto, and the United States Department of Agriculture."

Section 2 of the Smith-Lever Act provides:

That cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agricultural and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this act.

A certain sum is allotted annually to each State and additional sums are provided, increasing annually during a term of years until a maximum to be distributed among the several States which shall comply with the terms of the act is reached. No payment beyond the original sum shall be made "in any year to any State until an equal sum has been appropriated for that year by the legislature of

such State or provided by State, county, college, local authority, or individual contributions from within the State for the maintenance of the cooperative agricultural extension work provided for in this act."

All the States assented to the provisions of the act during the first year after its passage.

In like manner the Federal Government may grant appropriations to States in aid of maternity and infant protection to be distributed in local areas where investigation shows need and where contributions are duly authorized from State and county funds in such proportions to the Federal fund as may be determined.

OFFICE ADMINISTRATION.

Between July 1, 1916, and June 30, 1917, 430,489 publications have been sent out, and it has been necessary to refuse many requests for large quantities. More than 53,000 letters have been received and duly answered.

PUBLICATIONS.

The following publications have been issued during the past year:

Fourth Annual Report.

Baby-Week Campaigns (revised edition).

Infant Mortality, Manchester, N. H., by Beatrice Sheets Duncan and Emma Duke.

Administration of Child-Labor Laws. Part II; Employment-Certificate System, New York, by Helen L. Sumner and Ethel E. Hanks.

Maternal Mortality from All Conditions Connected with Childbirth in the United States and Certain Other Countries, by Grace L. Meigs, M. D.

Facilities for Children's Play in the District of Columbia.

How to Conduct a Children's Health Conference, by Frances Sage Bradley, M. D., and Florence Brown Sherbon, M. D.

Social Study of Mental Defectives in New Castle County, Del., by Emma O. Lundberg.

Care of Dependents of Enlisted Men in Canada, by S. Herbert Wolfe.

Chart: Comparison of Standards of Federal and State Child-Labor Laws, January 1, 1917.

Summary of Child-Welfare Laws Passed in 1916.

Rules and Regulations for the Enforcement of United States Child Labor Act.

The following publications are in press:

From School to Work, by Margaret Hutton Abels.

Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore.

Child Labor in Warring Countries, by Anna Rochester.

Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared by the bureau under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.

Infant Mortality, Waterbury, Conn., by Estelle B. Hunter.

BUREAU OF NATURALIZATION.

Statistics of the service.—The Annual Report of the Commissioner of Naturalization for 1917, herewith transmitted, describes in full the work of the entire naturalization service. From this report it appears that some of the State courts have declined to continue exercising jurisdiction in naturalization matters. The number of naturalization courts, State and Federal, has been reduced thereby from a total of 2,345 to 2,322. Notwithstanding this reduction 104,441 petitions for naturalization were heard and disposed of, a decrease from the figures given a year since of only 1,397. Of this total 94,897 were granted and 9,544 denied. The causes of denials appear chiefly to have been failure of petitioners to comply with express requirements of the law, only 456 applicants being refused for bad character and some 510 upon miscellaneous grounds. It also appears that 2,869 allowed their petitions to be dismissed by default, while 1,020 were denied citizenship because of ignorance of our institutions. The courts postponed 31,210 petitions for further action. Of these postponements 9,151 were to afford the petitioners opportunity to learn the rudiments of the American system of Government, 559 to remove illiteracy, and 21,500 for "other causes." During the year 154 certificates of naturalization were canceled upon the ground that they had been procured either fraudulently or illegally. Six motions to cancel were dismissed by the courts and 16 were withdrawn by the Government.

In the offices of clerks of naturalization courts 438,748 declarations of intention and 132,320 petitions for naturalization were filed. Clerks of courts issued 94,897 certificates of naturalization during the year. Of declarations the increase, over those reported a year ago, is 230,813, and of petitions 24,311. This increase occurred in the last half of the year. In spite of this heavy demand upon the energies of the clerks of courts, the number of those habitually delinquent in making returns to the bureau diminished during the year from 453 to 379. The total number of clerks of courts engaged in this work is not certainly known, though allowing for but one to each of the naturalization courts there were 2,322, to which in addition 53 were paid for from an allowance of \$60,741.67 out of the \$275,000 provided for the field service in the sundry civil appropriation act for 1917.

Eighty examiners and 13 clerks were apportioned for service, outside of Washington, among the 11 naturalization districts covering the United States and Porto Rico. These officers made examinations of 169,694 declarations and 111,274 petitions, personally investigated 105,179 petitioners and 198,484 witnesses, besides making inquiries by letter in regard to 36,097 petitioners and 48,799 witnesses. They

attended 3,784 hearings in person and were represented by written communications in 1,889 hearings upon petitions in court; in doing so they were required to travel more than 396,000 miles at a cost of \$13,573.84. Only 14 hearings were held without personal or written representation of the service by one of these officers. At the respective headquarters of the examiners 462,905 pieces of mail were disposed of, of which 260,395 were prepared and sent out by them. The total cost of this branch of the service was \$215,111.19.

The official force of the bureau remained unchanged at the same number reported a year ago, and consisted, besides the commissioner and deputy commissioner, of 57 clerks and 4 messengers. With the increase in the papers filed this has necessitated elimination of some of the work and a further increase in arrearages. The volume of mail disposed of consisted of 196,260 pieces incoming, an average per diem of 692, and 516,136 outgoing, a daily average of 1,750. Three thousand hours of overtime work has been performed by the clerks. In the auditing and accounting branch of the work the bureau has disposed of 11,398 fee accounts with clerks of courts and 2,733 accounts chargeable to the appropriations made for the support of the Naturalization Service. The arrearages are represented by 247,373 declarations of intention, 24,482 petitions, and 480,553 certificates of naturalization awaiting examination.

The cost of this branch of the service is represented by \$85,206.55 for salaries, \$6,875.05 for stationery and file units, \$2,559.76 for printing, etc., and \$4,500 (estimated) for rent of offices in Washington, making a total expended for the year of \$99,141.36.

A summary of the figures given in the report shows that \$635,-037.02 has been paid into the Treasury from fees collected, \$224,-764.47 in excess of the total collected for the next preceding year. The expenditures during the year for all branches of the service were \$393,240.15, leaving an excess of \$241,796.87 for 1917. Since the establishment of the service the total outlay has been \$2,880,778.42; the total collections \$3,542,857.47; thus it has been conducted not only without cost to the Government, but with a financial gain of \$662,079.05.

War-time naturalizations.—The large increase in naturalization work in consequence of the war continued after the close of the fiscal year with scarcely any decrease in numbers. During that time the draft for the Army under the registration of June 5, 1917, was undertaken. There were 59,178 declarations received in the bureau in July, representing the filings for the month of June; and 53,332 were received in August, representing the filings for the month of July. During September 27,456 declarations were received, representing the filings for the month of August. In each of these totals approximately 40 to 50 per cent of the alien declarants were within the draft

ages, as shown by an estimate made of a limited number of declarations.

Calls were received from the various local exemption boards to furnish them with information regarding the status of aliens claiming exemption from military service by reason of full alienage. The names of these were referred to the bureau for a record of their declarations of intention. No information was furnished by the local exemption boards that would enable the bureau to take intelligent and rapid action upon these requests. Undoubtedly, however, there can be most efficient service rendered in aid of the local exemption boards by the bureau if preparation were made in advance for a co-ordination of effort between the exemption boards and the bureau.

Preparation for citizenship responsibilities of naturalized aliens.—My report for the fiscal year dealt quite extensively with the constructive educational work upon which the Bureau of Naturalization has been engaged since 1914, the methods of contact with public schools throughout the United States being fully set forth. Under that plan of operation 766 cities and towns had then given favorable responses to the written requests of the bureau for the organization of citizenship classes, and 613 cities, towns, and villages were actively cooperating with the bureau. In many of these places citizenship classes were organized for the first time; for the first time the doors of the public schools were opened at night sessions for the instruction of adult foreigners who were candidates for American citizenship. During the present year still more encouraging results have been accomplished. More than 1,100 additional communities were added to the list of those entering into cooperation with the Bureau of Naturalization in this building of American citizenship, making a total of 1,754 communities. Included in this number are 900 places in respect to which arrangements were made whereby their candidates for naturalization might attend citizenship classes in adjacent towns until funds could be provided locally for organization and maintenance.

Judicial support.—Concurrently with this responsive support by the public schools there has been corresponding recognition by judges in charge of naturalization. During the past year a total of 31,210 petitions were continued from time to time by the courts for various causes. The largest number assigned to any one cause was that of ignorance of our institutions of Government. Under this classification 9,151 persons who previously might have been denied admission to citizenship had their admission deferred by the courts to give them an opportunity to attend the public schools or other institutions for the purpose of familiarizing themselves with American Government.

In the preceding year 11,927 petitions were dismissed, while during the year under review 9,544 petitions were similarly acted upon, showing a reduction of 2,383, or 20 per cent. With the increased facilities offered by the public schools for the preparation of candidates for citizenship and the closer working together of the courts in recognition and support of this civic awakening, there will be a larger proportion of continued petitions and a lesser proportion of denied petitions.

In the communities offering to organize citizenship classes in cooperation with the Bureau of Naturalization local movements of various kinds have been launched to stimulate attendance by the entire foreign population upon these classes. These local efforts are a natural reaction from the Americanization work of this bureau. While its efforts are distinctly and exclusively directed to recruiting citizenship classes from among candidates for naturalization, this has inspired those responsible for the civic organization and development of the communities to extend their activities to embrace all the resident alien population.

Second citizenship convention.—The second citizenship convention was held at Portland, Oreg., on July 11 and 12, 1917. Portland was selected because of the meeting there of the National Education Association and in compliance with the urgent request of the school authorities of that city. The chief examiner of the Seattle district and his corps of examiners were in charge, the arrangement of preliminaries and convention details being in the hands of the examiner stationed at Portland.

Three sessions of the convention were held each of the two days, and the discussion covered a wide range and was participated in by the State, municipal, and school officials, by members of the judiciary, and by officers of the service.

At the opening session the convention was welcomed in an address by the mayor of Portland.

Following will be found the subjects discussed by various speakers:

Compulsory education for aliens; Practical citizenship, the basis of world democracy; Seattle's public schools in cooperation with the Bureau of Naturalization; Cooperation between the Bureau of Naturalization, the public schools, and the courts; Education for citizenship in the Denver public-opportunity school; Night classes for adult foreigners; Women's organizations in the Americanization work; The friend of the court and the alien; Importance to community and country of night schools for adult foreigners; The meaning of citizenship; Citizenship and patriotism; Some ways of Americanizing our alien peoples; Suggestions for rural citizenship classes; Educating the alien in Wyoming; Citizenship preparedness; Education for citizenship; Education of the alien based upon character and conscience; Night school and the immigrant in Kansas City, Kans.; Some duties and difficulties confronting the naturalized citizen.

The closing meeting, on the evening of July 12, was notable for the enthusiasm it aroused and the interesting nature of the exercises. A public reception presided over by the chief examiner at Seattle was followed by a session of the Circuit Court of the State of Oregon for Multnomah County conducted by the presiding judge. Final hearings on petitions for naturalization were conducted and the oath of allegiance administered. The Oregon Society Sons of the American Revolution presented American flags to applicants for citizenship. At the conclusion of an address by the presiding judge of the court the applicants completed their Americanization by formally renouncing their allegiance to foreign sovereignties and taking the oath of allegiance to the United States. While these proceedings were of a character to impress the new citizens with a sense of their duties as Americans as well as their rights and privileges, they were pronounced by the delegates to the National Education convention—who largely composed the audience and for whose enlightenment the public naturalization was held—as amongst the most impressive experiences of their lives.

DEPARTMENTAL RECOMMENDATIONS.

U. S. EMPLOYMENT SERVICE.

The necessity for establishing the U. S. Employment Service of the Department as a statutory division of the Office of the Secretary is explained in an earlier part of this report—pages 85 to 94. The early enactment of a bill substantially like the one proposed in that connection is hereby urgently recommended.

TEMPORARY ADMINISTRATIVE ASSIGNMENTS.

Increase of departmental work adds to the importance of emphasizing the recommendation of last year and the year before (Fourth Annual Report, p. 125), that section 179 of the Revised Statutes be so amended as to empower the President to afford relief through Executive order by adding the following clause: "The officer so authorized and directed in anticipation of vacancy, sickness, or absence shall have authority meanwhile to perform such duties as the head of the department to which the President assigns him shall prescribe."

PUBLIC LANDS AND COMMUNITY CREDITS.

Recalling the Department's previous recommendations with reference to the utilization of public lands and community credits (Fourth Annual Report, p. 126), I renew the same more urgently than before because of the probable demands upon the public domain for soldier settlements. Land grants to soldiers of earlier wars have passed into the hands of land speculators, without much benefit to the soldiers for whose relief they were intended. A better system would seem desirable now. Returned soldiers should be placed upon public land and helped to make their living there, but without investing them with absolute tenure rights, useless to them but attractive to speculators. For this purpose the Crosser colonization bill, now pending in the House of Representatives, seems well adapted in principle and easily adaptable in terms. Without explicitly recommending the enactment of this particular bill, the Department urges legislation of the colonization type for rehabilitation of soldiers who earn such recognition in the war, as well as for wage earners in general.

SUPERANNUATION AND RETIREMENT.

Previous recommendations of the Department for an equitable system of retirement (Fourth Annual Report, pp. 126, 127), one that will best subserve the interests of efficiency and economy and at the same time insure fair financial provision for the old age of Government employees who by long and faithful service have deserved this consideration is again recommended.

CONCLUSION.

ORIGIN OF THE DEPARTMENT OF LABOR.

For convenience of reference at this time, when the functions of the Department of Labor have become exceptionally important in consequence of the war, the following outline of the origin of the Department of Labor is reproduced from my Fourth Annual Report (pp. 127-129) :

"Although the Department of Labor is the youngest of the Executive Departments, suggestions and proposals for such a department appear to have been urged continuously since the Civil War. They were so numerous and persistent over the long period intervening between the earliest of them and the creation of this Department, an interval of nearly half a century, as to indicate a steadily strengthening popular demand for some such act of Congress as that under which this Department operates.

"Early proposals.—In 1865 a department of the Federal Government with reference to the welfare of wage earners, and with a Secretary in the President's Cabinet to speak for them, was advocated by prominent labor leaders. Their suggestions appear to have been officially adopted in 1866 by the labor organizations of that period.

"Probably the only earlier proposal in any wise of similar character was that of a bill introduced in Congress in 1864 by the Hon. Gottlieb Orth, then a Representative from Indiana, for the creation of a 'Department of Industry.'

"Numerous formal measures bearing on the subject were proposed in Congress from that time forward during the following 40 years or more. More than a hundred bills and resolutions anticipating the present Department of Labor and introduced between 1864 and 1902 are summarized at pages 13 to 21 of the public document entitled 'Organization and Law of the Department of Commerce and Labor,' published from the Government Printing Office in 1904 and now out of print.

"In 1867 congressional action was secured, but only on a resolution instructing the Committee on Rules to inquire into the expediency of the creation of a standing labor committee.

"Some of the measures introduced in Congress, both before and afterwards, were more intimately related to the commercial and business side of industrial affairs than to the wage-earning side. Others, however, distinctly anticipated the present Department of Labor and its principal functions.

"First congressional action.—Among the latter was a bill, passed by the House of Representatives in 1871, for the appointment of a commission on the subject of wages and hours of labor and the division of profits between labor and capital in the United States. There

were also bills for establishing a 'Bureau of Labor,' a 'Labor Bureau in connection with the Department of Agriculture,' a 'Bureau of Labor, with a Commissioner of Labor,' a 'Bureau of Labor Statistics,' a 'Bureau of Labor Statistics in the Interior Department,' and a 'Department of Industry.' None of these bills was enacted. But several others of similar tenor and purpose, introduced at the first session of the Forty-eighth Congress (1883-84) were followed in 1884 by preliminary legislation in the direction of the present Department of Labor.

"Bureau of Labor.—Among those bills was one in the Senate for a 'Bureau of Labor Statistics,' introduced by Senator Blair. In the House there was one for a 'Bureau of Statistics of Labor and Industries,' by Representative Willis; one for a 'Bureau of Labor Statistics,' by Representative O'Neill; one for a 'Department of Labor Statistics,' by Representative McKinley (afterwards President); one for a 'Department of Industry,' by Representative Foran; and one for a 'Bureau of Labor Statistics,' by Representative Lamb. Out of these an act was framed. As a result, therefore, of 20 years of agitation over the country and of effort in Congress for a department of the Federal Government especially representative of the interests of wage earners this act, approved June 27, 1884, created a bureau in the Department of the Interior by the name of the 'Bureau of Labor.'

"That original 'Bureau of Labor,' transformed in 1888 into an independent department by the name of the 'Department of Labor,' with a Commissioner of Labor as chief, and therefore not of sufficient rank to be called into the Cabinet by the President, was placed in 1903 under the jurisdiction of the Department of Commerce and Labor as the 'Bureau of Labor.' It has now come under the jurisdiction of this department as the 'Bureau of Labor Statistics.'

"Department of Commerce and Labor.—Meanwhile the original agitation for a Department of Labor with a Secretary of Labor in the President's Cabinet continued. In 1885 Representative Weaver introduced a bill for an executive Department of Labor with a Secretary of Labor. Gen. Weaver's bill was referred to the Committee on Labor and got no farther; but during the next 18 years several bills having the same or a similar purpose were introduced, and at the end of that time substantial legislative progress was made.

"In form these bills were of considerable variety, although their purpose appears to have been much the same, and some were in title quite like some of those introduced during the period preceding the creation of the original Bureau of Labor. Among them were bills to establish, respectively, a 'Department of Agriculture and Labor,' a 'Department of Industry and Bureau of Labor,' a 'Department of Labor,' a 'Department of Agriculture and Industry,' and a 'Department of Industries.' None was enacted.

"During this second period, however, several bills of a somewhat different character and purpose were introduced which ultimately played an important part in the creation of the present Department of Labor. Whatever the title any of them may have borne, the object of all was a 'Department of Commerce.' These proposals for an executive department in the interest of commercial business being finally blended with those for an executive department in the interest of the welfare of wage earners, the Department of Commerce and Labor was created by act of Congress approved February 14, 1903.

"Department of Labor.—For 10 years thereafter the welfare of wage earners of the United States was consequently intrusted to an executive department designed to represent the interests also of employers. This amalgamated representation of interests that are at times in serious conflict proved unsatisfactory; and an executive department the same in principle as that which had for nearly half a century been urged in the interest of wage earners was demanded with greater popular emphasis than before, and after 10 years, the Department of Commerce and Labor being transformed into the Department of Commerce, the present Department of Labor was created by the act of Congress of March 4, 1913, entitled 'An act to create a Department of Labor.'

"All functions relating more especially to the business side of industrial problems were by that act assigned to the Department of Commerce; the Department of Labor was more especially charged with those that relate to the welfare of wage earners."

ORGANIC ACT OF THE DEPARTMENT OF LABOR.

Formal organization of the Department of Labor began with the date of its creation, March 4, 1913, under the following organic act approved that day:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby created an executive department in the Government to be called the Department of Labor, with a Secretary of Labor, who shall be the head thereof, to be appointed by the President, by and with the advice and consent of the Senate; and who shall receive a salary of \$12,000 per annum, and whose tenure of office shall be like that of the heads of the other executive departments; and section one hundred and fifty-eight of the Revised Statutes is hereby amended to include such department, and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department; and the Department of Commerce and Labor shall hereafter be called the Department of Commerce, and the Secretary thereof shall be called the Secretary of Commerce, and the act creating the said Department of Commerce and Labor is hereby amended accordingly. The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment. The said Secretary shall cause a seal of office to be made for the said department of such device as the President shall approve and judicial notice shall be taken of the said seal.

SEC. 2. That there shall be in said department an Assistant Secretary of Labor, to be appointed by the President, who shall receive a salary of \$5,000 a year. He shall perform such duties as shall be prescribed by the Secretary or required by law. There shall also be one chief clerk and a disbursing clerk, and such other clerical assistants, inspectors, and special agents as may from time to time be provided for by Congress. The Auditor for the State and Other Departments shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of Labor and of all bureaus and offices under his direction, and all accounts relating to all other business within the jurisdiction of the Department of Labor, and certify the balances

arising thereon to the division of bookkeeping and warrants and send forth-with a copy of each certificate to the Secretary of Labor.

SEC. 3. That the following-named offices, bureaus, divisions, and branches of the public service now and heretofore under the jurisdiction of the Department of Commerce and Labor, and all that pertains to the same, known as the Commissioner General of Immigration, the commissioners of immigration, the Bureau of Immigration and Naturalization, the Division of Information, the Division of Naturalization, and the Immigration Service at large, the Bureau of Labor, the Children's Bureau, and the Commissioner of Labor, be, and the same hereby are, transferred from the Department of Commerce and Labor to the Department of Labor, and the same shall hereafter remain under the jurisdiction and supervision of the last-named department. The Bureau of Immigration and Naturalization is hereby divided into two bureaus, to be known hereafter as the Bureau of Immigration and the Bureau of Naturalization, and the titles Chief Division of Naturalization and Assistant Chief shall be Commissioner of Naturalization and Deputy Commissioner of Naturalization. The Commissioner of Naturalization or, in his absence, the Deputy Commissioner of Naturalization shall be the administrative officer in charge of the Bureau of Naturalization and of the administration of the naturalization laws under the immediate direction of the Secretary of Labor, to whom he shall report directly upon all naturalization matters annually and as otherwise required, and the appointments of these two officers shall be made in the same manner as appointments to competitive classified civil-service positions. The Bureau of Labor shall hereafter be known as the Bureau of Labor Statistics, and the Commissioner of the Bureau of Labor shall hereafter be known as the Commissioner of Labor Statistics; and all the powers and duties heretofore possessed by the Commissioner of Labor shall be retained and exercised by the Commissioner of Labor Statistics; and the administration of the act of May thirtieth, nineteen hundred and eight, granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment.

SEC. 4. That the Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same, and to this end said Secretary shall have power to employ any or either of the bureaus provided for his department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests; and said Secretary shall also have authority to call upon other departments of the Government for statistical data and results obtained by them; and said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise.

SEC. 5. That the official records and papers now on file in and pertaining exclusively to the business of any bureau, office, department, or branch of the public service in this act transferred to the Department of Labor, together with the furniture now in use in such bureau, office, department, or branch of the public service, shall be, and hereby are, transferred to the Department of Labor.

SEC. 6. That the Secretary of Labor shall have charge in the buildings or premises occupied by or appropriated to the Department of Labor, of the library, furniture, fixtures, records, and other property pertaining to it or hereafter acquired for use in its business; he shall be allowed to expend for periodicals and the purposes of the library and for rental of appropriate quarters for the

accommodation of the Department of Labor within the District of Columbia, and for all other incidental expenses, such sums as Congress may provide from time to time: *Provided, however*, That where any office, bureau, or branch of the public service transferred to the Department of Labor by this act is occupying rented buildings or premises, it may still continue to do so until other suitable quarters are provided for its use: *And provided further*, That all officers, clerks, and employees now employed in any of the bureaus, offices, departments, or branches of the public service in this act transferred to the Department of Labor are each and all hereby transferred to said department at their present grades and salaries, except where otherwise provided in this act: *And provided further*, That all laws prescribing the work and defining the duties of the several bureaus, offices, departments, or branches of the public service by this act transferred to and made a part of the Department of Labor shall, so far as the same are not in conflict with the provisions of this act, remain in full force and effect, to be executed under the direction of the Secretary of Labor.

SEC. 7. That there shall be a Solicitor of the Department of Justice for the Department of Labor, whose salary shall be \$5,000 per annum.

SEC. 8. That the Secretary of Labor shall have power to act as mediator and to appoint commissioners of conciliation in labor disputes whenever in his judgment the interests of industrial peace may require it to be done; and all duties performed and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officer, board, branch, or division of the public service by this act transferred to the Department of Labor, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by and authority conferred by law upon such bureau, officer, office, board, branch, or division of the public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the head of the said Department of Labor.

SEC. 9. That the Secretary of Labor shall annually, at the close of each fiscal year, make a report in writing to Congress, giving an account of all moneys received and disbursed by him and his department and describing the work done by the department. He shall also, from time to time, make such special investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

SEC. 10. That the Secretary of Labor shall investigate and report to Congress a plan of coordination of the activities, duties, and powers of the office of the Secretary of Labor with the activities, duties, and powers of the present bureaus, commissions, and departments, so far as they relate to labor and its conditions, in order to harmonize and unify such activities, duties, and powers, with a view to further legislation to further define the duties and powers of such Department of Labor.

SEC. 11. That this act shall take effect March fourth, nineteen hundred and thirteen, and all acts or parts of acts inconsistent with this act are hereby repealed.

GENERAL POLICIES.

The policies pursued by the Department from the time of its creation under the above act were described in the Fourth Annual Report (pp. 132, 133) as follows:

"The Department of Labor was created in the interest of the wage earners of the United States. This is expressly declared by the organic act. 'The purpose of the Department of Labor,' as that act

reads in its first section, 'shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.'

"There is, of course, no authority in that declaration to foster, promote, or develop for wage earners any special privileges; but the inference is irresistible that Congress did intend to conserve their just interests by means of an executive department especially devoted to their welfare.

"*Organized and unorganized labor.*—Nor is there any implication that the wage earners in whose behalf this Department was created consist of such only as are associated together in labor unions. It was created in the interest of the welfare of all the wage earners of the United States, whether organized or unorganized.

"Inasmuch, however, as it is ordinarily only through organization that the many in any class or of any interest can become articulate with reference to their common needs and aspirations, the Department of Labor is usually under a necessity of turning to the labor organizations that exist and such as may come into existence for definite and trustworthy advice on the sentiments of the wage-earning classes regarding their common welfare. Freely as conferences with unorganized wage earners are welcome, official intercourse with individuals as such has practical limits which organization alone can remove. Manifestly, then, the Department of Labor must invite the confidence and encourage the cooperation of responsible labor organizations and their accredited officers and committees if it is to subserve its prescribed purpose through an intelligent and effective administration of its authorized functions.

"*Fairness to all interests.*—While the Department of Labor sustains friendly relations with labor organizations, as in the interest of all wage earners and of the general welfare it ought to do, nevertheless this attitude must not be exclusive. Similar relations with unorganized wage earners, and also with employers and their organizations to the extent to which they themselves permit, are likewise a duty of the department.

"The great guiding purpose, however—the purpose that should govern the department at every turn and be understood and acquiesced in by everybody—is the purpose prescribed in terms by the organic act, namely, promotion of the welfare of the wage earners of the United States.

"In the execution of that purpose the element of fairness to every interest is of equal importance, and the Department has, in fact, made fairness between wage earner and wage earner, between wage earner and employer, between employer and employer, and between each and the public as a whole the supreme motive and purpose of its activities. The act of its creation is construed by it not only as a law for promoting the welfare of the wage earners of the United States by improving their working conditions and advancing their opportunities for profitable employment, but as a command for doing so in harmony with the welfare of all industrial classes and all legitimate interests and by methods tending to foster industrial peace through progressively nearer realizations of the highest ideals of industrial justice."

Those policies are still pursued in administering the affairs of the Department. New and perplexing circumstances, however, to which reference may be properly made in concluding this report, have sprung out of the war.

With the coming on of the war, traditional cleavages between employers and wage earners were accentuated. Rights of wage earners to organize, which some employers conceded, others, though in diminishing numbers and with lessening influence as war conditions have developed, have continued to oppose. The explanation of those who oppose labor organization is to the effect that if labor organization were permitted in their establishments, excessive and unreasonable demands would follow. To this it is replied that if workers were not prevented from organizing, abuses of organization could be better controlled. In that connection it is the policy of this Department to acknowledge the right of both employers and wage earners to organize, but to use its influence against abuse of organization on either side. This policy has been justified by the experience of the mediation service of the Department, described in earlier pages of this report. Whenever employers enter into negotiations with organized workers, differences are almost always adjusted satisfactorily. Although both sides have at times made demands which, in view of the war, are unreasonable, nevertheless reasonable settlements have been made when both have come together in a patriotic spirit. In justice it should be added that since the war began the Department has encountered not more than one or two instances in which a fair adjustment of differences has been prevented by any representative of organized labor.

Almost insuperable obstacles arise, however, when labor disputes occur under circumstances in which employers permit organization by their workmen only on pain of dismissal. Whether so designed or not, the tendency of this policy is to prevent organization of labor; and inasmuch as in such cases workmen have no responsible business representatives, only one party to controversies can be conveniently or satisfactorily heard. In such cases, also, the workers, being prevented by their employers from organizing on a business basis, tend to fall away from the pacifying influences of constructive and responsible labor organizations and to come under that of revolutionary groups. As most labor lawlessness is traceable to this cause, responsibility for it can not be wholly diverted from the policy—hardly patriotic in time of war—of arbitrarily obstructing labor organization of the conservative as distinguished from the revolutionary type.

The Department is of course aware of proposals, more popular earlier in the war than now, to settle labor disputes by coercing wage earners. But these proposals are both unfair and impracticable.

They are also widely regarded, and not without reason, as unpatriotic. It is enough to say of them here that in the view of this Department public sentiment can not be expected to tolerate conscription of labor for private profit. Should industrial conscription become really necessary in order effectively to prosecute the war, a policy less likely to be considered one-sided would be desirable. It would seem—that is, if workers were to be conscripted for industrial purposes—that the working opportunities to which they were assigned ought to be commandeered, so as to make such workers not coerced servants of employers but employees of the Government itself.

There is, however, no reason for apprehending a necessity for any kind of labor conscription in order to settle or prevent disputes between employers and their employees which may interfere with a vigorous prosecution of the war. In every case in which responsible representatives of disputing employers are willing to negotiate considerably with responsible representatives of conservative labor organizations which represent their disputing employees, doing so in the spirit in which they would negotiate with business competitors, labor disputes can be settled speedily, effectively, and without friction through the mediation service of the Department of Labor. By simple and fair systems of collective bargaining between the Government, labor organizations, and business organizations all labor disputes prejudicial to an effective prosecution of the war can be promptly eliminated from war problems. Not only can this be done but it can be done to the satisfaction of all concerned and in harmony with every patriotic purpose.

Our greatest need is the spirit of self sacrifice for the common good—sacrifice of our pride, sacrifice of our prejudices, sacrifice of our suspicions against each other, sacrifice of our material comforts, sacrifice of our lives if need be—to carry on unimpaired the democratic institutions handed down to us by our fathers.

W. B. WILSON,
Secretary of Labor.

REPORT
OF THE
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REPORT OF THE COMMISSIONER OF LABOR STATISTICS

U. S. DEPARTMENT OF LABOR,
BUREAU OF LABOR STATISTICS,
Washington, November 1, 1917.

SIR: I submit herewith my report on the work of the Bureau of Labor Statistics for the fiscal year ended June 30, 1917. While the number of publications issued during the year fell below the number issued in the fiscal year 1916 and the number of pages printed was not so large as in that fiscal year, there was no diminution in the quantity and quality of work done in the several divisions of the bureau. Outside influences had much to do with the decrease in the number of volumes and of pages printed.

At the end of the fiscal year 1917 there had been received from the Government Printing Office 19 bulletins, 12 numbers of the Monthly Review, and a report on Hawaii printed as a Senate document.

Three other bulletins were completed, but, owing to the extraordinary amount of printing demanded of the Public Printer by prevailing conditions it was not possible to have them published before the close of the fiscal year. The 32 publications issued contained 6,168 pages of printed matter, 30 pages of outline drawings, 7 text charts, 10 photo-engravings, and 1 photolithograph.

The number of pages of printed matter issued by the bureau for the fiscal years 1910 to 1917 is given in the following summary:

Fiscal year ended—	Pages.
June 30, 1910.....	2, 822
June 30, 1911.....	8, 418
June 30, 1912.....	7, 106
June 30, 1913.....	7, 040
June 30, 1914.....	3, 456
June 30, 1915.....	8, 154
June 30, 1916.....	7, 494
June 30, 1917.....	6, 168

BULLETINS ISSUED DURING THE FISCAL YEAR 1917.

One bulletin was issued in the series "Wholesale prices." This bulletin (No. 200) covers the period 1890 to 1915, thus continuing the statistics on wholesale prices in the United States published annually by the bureau since 1902.

The "Retail prices" series was continued by Bulletin 197, which contains the actual sale prices during 1916 of 29 articles of food, 8 textiles, 2 kinds of anthracite coal and 1 kind of bituminous coal, and gas. The prices per loaf of bread, together with the scaling weights of the dough before baking, are also shown.

No bulletins were issued during the fiscal year 1917 in the series "Wages and hours of labor," although the amount of time spent upon this line of activity, both the work in the field gathering facts and the work in the office tabulating and preparing the matter for publication, was much greater than that expended in any other line of investigation.

Three bulletins in the series "Employment and unemployment" were issued. Bulletin 195 is a report of the second series of investigations into unemployment in the United States, in 1915. Bulletin 202 is the report of the proceedings of a conference of the Employment Managers' Association of Boston, Mass., held May 10, 1916; and Bulletin 206 is a study of the British system of labor exchanges established under the labor exchanges act of 1909.

In the series "Women in industry" two bulletins were published during the fiscal year. Bulletin 193 relates to dressmaking as a trade for women in Massachusetts; Bulletin 223 is the third in the group of bulletins which is being published at the request of the Council of National Defense, and is in the main a reproduction of the Report of the British Health of Munition Workers Committee on the "Employment of women and juveniles in Great Britain during the war."

Two bulletins were issued in the series on "Workmen's insurance and compensation (including laws relating thereto)." Bulletin 203, entitled "Workmen's compensation laws of the United States and foreign countries," contains a summary of the reports of the preliminary investigating commissions, compares the principal features of the legislation enacted, briefly discusses the decisions of the courts upon the constitutionality and construction of the workmen's compensation statutes, summarizes the principal features of the workmen's compensation laws of 46 foreign countries and analyzes the principal features of such laws, and gives in full the text of the workmen's compensation laws of the various States, Territories, and possessions of the United States and of the United States civil employees' compensation act. Bulletin 210 is a report of the proceedings of the third annual meeting of the International Association of Industrial Accident Boards and Commissions, held at Columbus, Ohio, April 25 to 28, 1916.

In the series "Industrial accidents and hygiene" five bulletins were published during the fiscal year. Bulletin 201 is a report of the Committee on Statistics and Compensation Insurance Cost of the International Association of Industrial Accident Boards and Commissions, consisting in the main of classifications of industries, of causes of accident, of location and nature of injury, and of extent of disability. As this bulletin is so largely technical and statistical in its contents, the edition was limited to 1,000 copies. Bulletin 205, "Anthrax as an occupational disease," gives the results of an original investigation into the prevalence of anthrax, the industries affected, and the methods of combating and treating the disease. Bulletin 207 analyzes the occupational mortality experience of the Metropolitan Life Insurance Co. The publications of the bureau dealing with industrial poisons have been continued by the addition of Bulletin 219, entitled "Industrial poisons used or produced in the manufacture of explosives." This is a most important and timely contribution to the medical literature dealing with the health hazards to

workers from handling the poisonous compounds necessary in the manufacture of explosives. The publication of this report was especially opportune because the enormous expansion in the industry of making explosives has drawn thousands of green workers into occupations which subject them to serious or fatal poisoning. Bulletin 221 is the first of a group of bulletins which are being published by the bureau at the request of the Council of National Defense. This bulletin is a reprint of the matter contained in the reports and memoranda issued by the British Health of Munition Workers Committee relating to hours of labor, fatigue, and occupational diseases of the workers in munition factories.

In the series "Conciliation and arbitration (including strikes and lockouts)," one bulletin (No. 198), bearing the title "Collective agreements in the men's clothing industry," was issued. Part I gives the history and results of the labor agreements of Hart, Schaffner & Marx with their employees during the years 1911 to 1914. Part II describes the collective agreements which prescribe the conditions of employment for approximately 70,000 workers employed in the manufacture of men's and boys' clothing. A text table at the end of the bulletin gives in a concrete form the salient points of the data gathered relative to the several trade agreements.

In the series "Labor laws of the United States (including decisions of courts relating to labor)" one bulletin (No. 211) was issued during the year. The title, "Labor laws and their administration in the Pacific States," indicates the subject matter treated and the geographical limits of the study.

The Bureau of Labor Statistics has shown from its creation an active interest in vocational education, having made many most important studies and published many valuable contributions in this field. During the fiscal year 1917 the importance and permanency of vocational education as a labor problem was first given formal recognition by the Commissioner of Labor Statistics through the establishment of a new series of publications on "Vocational education." Under this heading was issued in this fiscal year Bulletin 199, which is a revised edition of the Report of the Minneapolis Survey for Vocational Education. The original report published by the survey committee was soon exhausted, and it was thought advisable to bring out a revised edition as a bulletin of the bureau so as to give the report the widest circulation.

In the "Miscellaneous series" two bulletins were published. The first of these (No. 208) is a study of all of the profit-sharing plans known to be in operation in the United States. The other (No. 222) is the second of the group which is being published at the request of the Council of National Defense and is a reproduction of the documents, official and unofficial, dealing with welfare work in British munition factories.

Listed according to serial whole numbers, the bulletins printed during the fiscal year 1917 are as follows:

No.

193. Dressmaking as a Trade for Women in Massachusetts.

195. Unemployment in the United States.

197. Retail Prices, 1907 to December, 1915.

198. Collective Agreements in the Men's Clothing Industry.

199. Vocational Education Survey in Minneapolis, Minn.
200. Wholesale Prices, 1890 to 1915.
201. Report of Committee on Statistics and Compensation Insurance Costs of the International Association of Industrial Accident Boards and Commissions.
202. Proceedings of the Conference of Employment Managers' Association of Boston, Mass., Held May 10, 1916.
203. Workmen's Compensation Laws of the United States and Foreign Countries, 1916.
205. Anthrax as an Occupational Disease.
206. British System of Labor Exchanges.
207. Causes of Death by Occupations.
208. Profit Sharing in the United States.
210. Proceedings of the Third Annual Meeting of the International Association of Industrial Accident Boards and Commissions.
211. Labor Laws and Their Administration in the Pacific States.
219. Industrial Poisons Used or Produced in the Manufacture of Explosives.
221. Hours, Fatigue, and Health in British Munition Factories.
222. Welfare Work in British Munition Factories.
223. Employment of Women and Juveniles in Great Britain during the War.

The Senate document (S. Doc. 432) published by the bureau is the fifth report of the Commissioner of Labor Statistics on labor conditions in Hawaii, which is required by act of Congress.

MONTHLY REVIEW.

The Monthly Review, established in July, 1915, has proven a great success from the beginning. In this convenient magazine is given, currently, important up-to-date information relating to labor. During the fiscal year covered by this report no issue of the Monthly Review was under 12,500 copies, and the number of copies required for the issue for June, the last month of the year, was 16,000. This is exactly double the number of the first issue, in July, 1915. It has been necessary to increase the number of pages in each issue in order to treat the subjects demanding attention. In July, 1916, the printed pages numbered 171; in June, 1917, they numbered 233.

SUBJECTS TREATED IN THE MONTHLY REVIEW.

Special reports and articles too brief to make separate bulletins are published in every issue of the Monthly Review. These articles treat of a wide variety of subjects relating to labor. It is desired to keep the public informed currently of the activities of the Bureau of Labor Statistics and other governmental bureaus and offices, both foreign and domestic, which have to do with labor matters. There appears regularly each month a statement of the employment work carried on by the several Federal and State employment offices. A summary of the conciliation work done by the Department of Labor is carried each month, as also the statistics of immigration.

The work of the various State labor bureaus and other State agencies dealing with labor matters receives attention. Digests of the reports of workmen's compensation commissions, of minimum-wage commissions, and of State arbitration boards were printed in several numbers. All laws relating to labor passed by the legislatures of the several States during the fiscal year were carefully analyzed and summaries printed.

Among the articles of special importance published in the *Monthly Review*, either as preliminary reports of original investigations by agents of the bureau or as short reports too brief for publication as separate bulletins, are the following: A special study on "Anthrax as an occupational disease," important because of the occurrence of this disease in all parts of the country among workers handling hides and hair; "South Carolina's bureau of marketing," a description of a successful clearing house for farm products and other commodities; a preliminary report on "Industrial poisons used in the making of explosives," timely because of the increase in the manufacture of munitions due to the war; and two reviews of court decisions on vital questions—"Court decisions on power of State industrial commissions" and "Recent Supreme Court decisions and the labor contract" (construing the Adamson eight-hour law). A very clear and comprehensive account of "Labor in war time in Great Britain" is contained in the June number. Other articles dealing with the effects of the war upon wages, hours, and conditions of labor and upon the prices of commodities were contained in other issues. Important wage agreements entered into during the fiscal year and which were noted in the *Monthly Review* were the new agreement in the cloak, suit, and skirt industry in New York City; the agreement between the Boston Elevated Railway Co. and its employees; the new Hart, Schaffner & Marx agreement and that in the dress and waist industry in New York City; and the anthracite and bituminous coal agreements.

The proceedings of the following conventions and conferences were summarized in the *Monthly Review* during the year: Meetings of the American Association of Public Employment Offices at Chicago, Indianapolis, Detroit, and Buffalo; Employment Managers' Conferences at Minneapolis, Boston, Indianapolis, and Philadelphia; Third Annual Convention of the Association of Governmental Labor Officials at Buffalo, N. Y.; the citizenship convention at Washington, D. C., under the auspices of the Bureau of Naturalization; fifth annual conference of the National Housing Association at Providence, R. I.; industrial hygiene section of the forty-fourth annual meeting of the American Public Health Association at Cincinnati; social insurance conference, called by the International Association of Industrial Accident Boards and Commissions at Washington, D. C.; Thirty-sixth Annual Convention of the American Federation of Labor; the American Uniform Boiler Code Congress at Washington, D. C.; annual meeting of the Academy of Political and Social Science at New York; Twelfth Annual Convention of the American Civic Association, at Washington, D. C.; conferences of industrial physicians in Pennsylvania; meetings of the Labor Sanitation Conference, New York City; and the Fifth Annual Safety Congress of the National Safety Council at Detroit.

Retail prices of food in the United States were given in each issue, and prices of food in the principal countries of Europe were published as often as they could be obtained. Considerable space was given in the later issues of the *Monthly Review* to articles dealing with food conditions in the several countries, belligerent and neutral, of Europe. Many of the articles are translations, made in the bureau from official publications.

REPORTS TRANSMITTED BUT NOT PUBLISHED.

In addition to the 32 publications issued (19 bulletins, 12 numbers of the Monthly Review, and the report of labor conditions in Hawaii), there were 3 bulletins entirely completed and in the hands of the Public Printer, but, as previously mentioned, because of the extraordinary stress of work in the Government Printing Office, they could not be printed in time for delivery before the close of the fiscal year. The first of these bulletins (No. 204), containing 1,131 pages, covers an original investigation of street railway employment; the second bulletin (No. 209), of 118 pages, relates to hygiene in the printing trades; the third bulletin (No. 213), of 154 pages, relates to labor legislation of 1916. Fourteen additional bulletins were sent to the Government Printing Office, on which proof reading was not completed before July 1; on seven of these at least half of the proof reading had been done. The subjects covered by the 14 bulletins are as follows:

No.

212. Proceedings of the Conference on Social Insurance called by the International Association of Industrial Accident Boards and Commissions.
214. Union Scale of Wages and Hours of Labor, May 15, 1916.
215. Industrial Experience of Trade School Girls in Massachusetts.
216. Accidents and Accident Prevention in Machine Building.
218. Wages and Hours of Labor in the Iron and Steel Industry, 1907 to 1915.
220. Proceedings of the American Association of Public Employment Offices, Fourth Annual Meeting.
224. Decisions of Courts Affecting Labor, 1916.
225. Wages and Hours of Labor in the Lumber, Millwork, and Furniture Industries, 1915.
226. Wholesale Prices, 1890 to 1916.
227. Proceedings of the National Employment Managers' Conference, Philadelphia, April, 1917.
228. Retail Prices, 1907 to 1916.
229. Wage-Payment Legislation in the United States.
230. Industrial Efficiency and Fatigue in British Munition Factories.
231. Mortality from Respiratory Diseases in Dusty Trades.

CURRENT WORK.

Besides the completed work shown in the list of bulletins received from and sent to the Public Printer, the Bureau of Labor Statistics had under way before the close of the fiscal year several other studies which will be published eventually as articles in the Monthly Review or as bulletins of the bureau. The more important of these studies are briefly referred to below.

An investigation into the cost of living in the District of Columbia, under resolution of Congress, was begun in January, 1917. The field work closed in June, 1917. Family budgets were secured for 2,110 families in the District of Columbia. Two investigations supplementary to the above were made—one of wage-earning women in the District, which covers 677 women; and a dietary study of 31 families, the latter in cooperation with the Division of Home Economics of the Department of Agriculture. The tabulation of the returns on each of these investigations was well under way before June 30, 1917.

A very thorough and exhaustive investigation into the wages, hours, and conditions of labor in the slaughtering and meat-packing industry, covering 83 plants with over 90,000 employees in 23 States,

was begun in April, and the field work nearly finished by the end of the fiscal year.

Other studies are: The workings of the industrial disputes investigation act of Canada; the effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children; wages and hours of labor in the boot and shoe industry; wages and hours of labor in the cotton and woolen industries; welfare work in the United States; housing of workmen and their families by industrial establishments; the work of public employment offices; the turnover of labor; early deaths among operatives in the cotton-manufacturing industry; wholesale prices for 1917; retail prices for 1917; administration of labor laws in New England and in New Jersey; accidents and accident prevention in the iron and steel industries; labor legislation of 1917; the effect of the air hammer on the health of the stonecutters in the Indiana oolitic limestone belt; the employment system of the Lake Carriers' Association.

The above brief survey of the work makes no mention of the enormous amount of research and intensive study required to answer inquiries about labor matters and to compile bibliographies and reference lists for the use of the bureau and its correspondents.

SPECIAL WORK RELATING TO THE WAR.

A report of the activities of this bureau would be quite incomplete were no mention made of the work undertaken as a result of war conditions. This bureau has responded heartily to the limit of its resources to every legitimate request coming from Federal and State governmental offices and other agencies asking for information concerning labor conditions.

1. A great deal of material has been compiled bearing upon wages and cost of living to meet requests and demands for information coming from Federal departments, various wage adjustment committees, State departments of labor, and State councils of national defense. These requests, especially that of the War Department as to wage rates in the vicinity of cantonments, made it necessary to send additional agents into the field to get the union scales of wages in localities not previously covered in our union wage studies. These requests also necessitated speeding up the gathering and tabulating of wage material to the utmost.

The retail prices work which had been already greatly expanded was still further increased to meet the country-wide demand for information as to increases in cost of living. This necessitated sending agents into the field to get an increased number of retail merchants to report retail prices monthly to this bureau. The labor-adjustment committee of the United States Shipping Board, in addition to wage data, requested specific information on retail prices in localities most actively engaged in shipbuilding. To meet this and other equally legitimate demands for accurate information as to prices of food in different localities, the bureau is now publishing the average retail prices of 28 food commodities in 45 cities throughout the United States. This adds very greatly to the amount of clerical work in editing and tabulating the reports of retail merchants which are sent in to the office.

2. In order to aid the Federal Government to work out and establish a definite labor policy the Bureau of Labor Statistics has undertaken to study the several types of collective bargaining in different industries and to discover the effects of trade agreements made through collective bargaining in adjusting labor difficulties, maintaining industrial peace and continuity of production, and establishing proper standards in industry. Owing to limited resources this study has thus far of necessity been confined to the clothing industries and the seamen. The results obtained in the study of collective bargaining and trade agreements in the clothing industry have been of considerable service to the War Department in establishing standards of wages, hours, and output. Much remains to be done in the way of standardizing processes and working out time and money costs. Studies similar to the study in the clothing industry should be made in all of the basal industries.

3. As a result of the great industrial expansion due in large part to the war, industrial hazards from accident and disease have been greatly increased. The bureau has made special studies of accident hazards in the iron and steel industry. As soon as possible similar studies will be extended to other industries.

The hazards from industrial poisons in the manufacture of aeroplane wings have been studied and a preliminary report published in the Monthly Review.

As noted above, a report on industrial poisons used or produced in the manufacture of explosives was made in the fiscal year just ended. The great expansion in the explosives industry, with the consequent increase in health hazards, has made it necessary to continue this study currently. In addition to the above a survey has been made of an industrial community largely engaged in the manufacture of poisonous chemicals and other deleterious substances.

4. Requests are coming in to the bureau continuously for information as to the extent to which women are being employed in industry in place of men as a result of war conditions. In order to enable the bureau to answer these inquiries an investigation has been started into the employment of women in the manufacture of munitions.

5. The great demand for information on labor conditions growing out of the war in the belligerent countries has made necessary the reproduction by this bureau in the form of a special group of bulletins and articles the British, French, and other foreign official reports on hours, fatigue, health, welfare work, the employment of women and juveniles, labor unrest, and other matters concerning conditions of labor in those countries.

Respectfully,

ROYAL MEEKER,
Commissioner of Labor Statistics.

Hon. W. B. WILSON,
Secretary of Labor.

REPORT
OF THE
COMMISSIONER GENERAL OF IMMIGRATION

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REPORT

OF THE

COMMISSIONER GENERAL OF IMMIGRATION.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
Washington, June 30, 1917.

SIR: In preparing the annual report of the Bureau of Immigration for the past fiscal year two instances stand out so prominently as to all but overshadow everything else. These are the entry into the war of the United States, which has had a very great influence upon the work of the bureau both directly and indirectly, and the going into effect of the new immigration law containing many novel provisions and opening up heretofore untried lines of endeavor for the bureau and the service at large. The handling of immigration questions throughout the year has again been fraught with many difficulties, both during the time the United States was neutral and since it became a belligerent in the conflict. To some of these difficulties I have alluded in the last two reports of the bureau, and they need not be reiterated in detail at this time.

THE BUREAU'S PART IN THE WAR.

The entry into the war by the United States not only raised new and further difficulties that must be faced by the bureau in performing its always arduous task, but also placed upon the bureau duties and responsibilities heretofore undreamed of. It was the bureau's privilege, working under direction of the department, to take the first step in actually carrying out the will of the country in joining in the battle for democracy against autocracy. When it became evident that Congress would declare a state of war to exist, the bureau was directed by the Secretary to arrange for assuming custody of the officers and crew men of all the German ships lying in the harbors of the mainland of the United States and Hawaii and Porto Rico, and to lay plans for the cooperation with other interested departments which would insure the taking of this first step promptly when the time came and without hitch or friction. After consulting with the several interested departments, instructions were issued to the officers in charge at the various ports where vessels of Germany were anchored which resulted in having all the men on duty and the boarding boats in readiness to proceed at a moment's notice. Certain officers of the bureau remained on duty with the Secretary and his staff of assistants during

the night of April 4-5, awaiting word from the Capitol as to the contemplated action of Congress. At 3.14 a. m. April 5 the message came from the Capitol that Congress had declared a state of war to exist. At 3.15 o'clock the prearranged message, reading "proceed instantly. Wilson," was on the cable and telegraph wires en route to Boston, New London, New York, Gloucester, Baltimore, Norfolk, Wilmington, Jacksonville, New Orleans, San Francisco, Seattle, Portland, San Juan, and Honolulu, and the next instant the Secretary of the Treasury was informed over an open telephone wire that such message had gone, whereupon a similar message from him to the collectors of customs directing them to take charge of the vessels from which the immigration officers would remove the German officers and crew men was dispatched in similar fashion. Then the telegraphic message was confirmed by long-distance telephone to all the places within easy reach through that method, and the removing of the men from the ships immediately ensued and the war was on. Their removal was accomplished promptly and without any accident or even untoward incident, the previously issued instructions having contemplated that all should be treated with every kindness and courtesy possible under the circumstances.

This was but the inauguration of the enormous task that fell to the bureau's lot, for of course arrangements had to be perfected and carried out for the internment of all the alien enemies taken from the ships. These officers and crew men were not regarded as prisoners of war, but simply as aliens who had not been admitted to the United States under the immigration law and who, in addition, had suddenly become enemies of this country, for whose care and safety proper provision had to be made. As rapidly as possible they were assembled in the available places best suited to their internment. Those taken from the ships in New York and New London were placed at the Ellis Island Immigration Station; those removed from vessels in Boston were kept for a few days at the Boston Immigration Station, then removed to Deer Island temporarily and then taken to Gallups Island in Boston Harbor, where they could be comfortably housed and afforded opportunities for gardening and otherwise occupying themselves; those removed from vessels in Philadelphia Harbor were taken to the new immigration station at Gloucester City, N. J., to which point also, as rapidly as possible, were removed those taken in custody at Baltimore, Norfolk, and Wilmington; those taken from vessels in southern ports were all interned at New Orleans, and those from the Pacific ports, including Honolulu, were taken to the Angel Island Immigration Station, San Francisco, as promptly as possible; while those taken into custody at San Juan were eventually removed to Ellis Island.

The bureau then commenced, under the Secretary's instructions, to perfect plans for the erection or acquirement of a property where all the officers and men could be interned more comfortably and with better opportunities for occupying themselves in useful and remunerative pursuits. After repeated efforts along this line it was found possible to acquire the hotel at Hot Springs, N. C., a building in which about 600 of the interned officers and men could be accommodated immediately, surrounded by sufficient vacant land to permit of the erection of temporary structures adequate to accommodate the remainder. There are about 2,000 of these officers and men to be

cared for, and from time to time others are being turned over to this bureau by the Department of Justice as arrested within the country on one charge or another; still others by the War Department, who were removed from the merchant vessels that were lying in the Panama Canal when war was declared; and still others are gradually coming into the custody of the bureau through the operation of the immigration law and the President's alien-enemy proclamation of April 6.

On June 15, 1917, Congress passed the urgent deficiency appropriation act, which contained an item of \$1,000,000 to be expended in the internment of these officers and crew men. Up until that time the bureau had been meeting the emergency by using the regular immigration appropriation, but the special appropriation was so worded that the former can be reimbursed from the latter and the accounts of expenditures properly and intelligently separated.

In this report it is not possible to do more than barely outline the work arising from the creation of the internment camp and the duty of caring for so large a company of men for an indefinite period. In the next report the bureau will be able to give more details. Suffice it to say at this time that there is every promise of success and satisfaction in the conduct of the enterprise.

In almost innumerable other ways have the bureau's activities been extended or modified by the United States becoming a party to the war. The machinery of the Immigration Service is such as readily to lend itself to any work that involves the inspection of persons, the supervision of their actions or movements, and the conduct of investigations, for all of these things it has been necessary to do in connection with the enforcement of the immigration law. Therefore the bureau was in a position to render prompt and efficient assistance to other branches of the Government, some of which were organized along different lines and others of which were neither organized nor equipped to meet the new situation with which they found themselves confronted. The bureau, by direction of the Secretary, promptly offered its services to all the other agencies of the Government that it knew would be called upon to perform war work; and it cheerfully loaned or transferred a number of its most experienced investigators to those branches of the Government which suddenly found themselves obliged to assume work of investigation of much larger proportions than anything they had theretofore been called upon to handle.

Within the Immigration Service itself aid has been extended along many lines, especially in the enforcement of the President's proclamation prohibiting the entering or leaving of the country by alien enemies not in possession of permits previously obtained from the Attorney General, in the detection of spies, in the surveillance and apprehension of alien enemies generally, in the enforcement of passport regulations, and in the apprehension of those who attempted to avoid registration or to escape the draft.

It was fortunate, also, that the organization and equipment of the Employment Service of the bureau had proceeded so far when war was declared that it could be promptly and universally availed of in connection with all efforts made by the Government to mobilize the industrial forces of the country. This need not be emphasized at this particular point in the report, as it is covered completely in the section of the report devoted especially to the Division of Informa-

tion of the bureau and in the report of the chief of that division attached to this report as an appendix. But it is mentioned here because it is such an important function in its bearing upon war matters.

THE NEW IMMIGRATION LAW.

The other respect, mentioned above, in which the past year has proven unique consists of the passage on February 5, 1917, of the Burnett-Smith Immigration Act. This new measure became effective generally, under its own terms, on May 1, but the illiteracy-test clause thereof did not go into effect until May 5. The bureau has had only two months of actual experience in the working of the new law, therefore, and it might be thought that so short an experience could not be the basis of an expression of opinion, but such is not the case. The bureau had studied this new law for several years, during which time it was assisting in one way or another in its preparation and perfection. It knew the need, from past extensive experience, of most of the new provisions thereof. It became its duty, immediately upon the passage of the law, to commence the preparation of detailed regulations for the guidance of its officers in the law's enforcement; and although handicapped in many ways, especially by the fact that it was given a much shorter period than was originally intended in which to prepare such regulations and by the fact that during that short period war was declared, necessitating an adjustment of all its affairs to the new duties suddenly imposed upon it, the regulations were prepared with great care and already have proven in most respects workable and satisfactory.

The bureau indicated in its last two reports the principal respects in which the then proposed new legislation would work improvements. Even the short experience already had with the new statute has fully demonstrated that the bureau's anticipations are to be completely realized. In other words the new law is, in most if not all respects, an eminently satisfactory piece of legislation; it is going to be of great benefit to the country. Some of its provisions have demonstrated their usefulness already, even as aids to the conduct of the war; others it is believed will be found to be of equal value in that respect as the war progresses; this although of course the law was not prepared nor passed in anticipation that it would ever be used as a war measure. But it is confidently believed that when the war is over and there is eventually a return to comparatively normal conditions with respect to immigration, the new measure will demonstrate the wisdom of those who prepared and passed it, especially with regard to the many admirable improvements made in the administrative features of the law. Some of these improvements are mentioned in detail under appropriate headings in this report, where the results attained by virtue of these provisions during the two months that the law has been in force are described. While its application to concrete cases is necessarily still of a more or less experimental nature, the bureau believes that it can assert confidently that the law will prove not only effective in excluding from the country, or expelling therefrom, those classes that have been deemed by Congress to be economically or otherwise undesirable, but also in its many features that are intended to be—and that in practice necessarily will be found to be—a great improvement over previous laws

simply from a humanitarian point of view. While the law has been made much stricter, much clearer, much more far-reaching than ever before, it has been couched in such language and arranged with such care that those charged with its enforcement can temper justice with mercy without doing violence to their consciences, and at the same time produce the results which it is known the law is intended to bring about.

With the foregoing introduction, covering the new things that have come into the bureau's life in the past year, I desire now to proceed to a discussion, under substantially the same headings as in previous reports, of the practical results of the bureau's work.

ADMISSIONS AND REJECTIONS.

The effect of the war, under present circumstances, is always the first item of information sought by those interested in almost any governmental proposition. With respect to immigration this can best be shown in figures by pointing out that in the decade 1905 to 1914 immigration averaged 1,012,194 aliens per year. In the fiscal year 1915 (the first year of the war, substantially) only 326,700, in the fiscal year 1916 only 298,826, and in the past fiscal year only 295,403 aliens entered the country—an average per year for the period the war has existed of 306,976 aliens. That there will be a still further diminution now that the United States is a party to the war may be confidently expected; indeed, the effect of the entry of the United States into the conflict has been felt already, for in the last quarter of the past fiscal year only 42,105 immigrants entered this country as compared with 92,345 for the same quarter of the previous year.

To enable those interested to make ready and graphic comparisons with data given in previous reports of the bureau, the following should be pointed out:

In the past fiscal year only 295,403 aliens entered the country, 3,423 less than in 1916. These and all preceding figures relate to immigrant aliens. During the past year 67,474 nonimmigrant aliens entered, which, added to the number of immigrant aliens, makes a total of admissions of 362,877. Against this, 66,277 emigrant and 80,102 nonemigrant aliens, a total of 146,379, left the United States. The actual increase in population through immigration, therefore, was 216,498, as compared with an increase in 1916 of 125,941, in 1915 of 50,070, and in 1914 of 769,276.

With respect to rejections: In 1914, 33,041 aliens were rejected—2.3 per cent of the number who applied; in 1915, 24,111, or 5.3 per cent; in 1916, 18,867, or 4.9 per cent; and in 1917, 16,028, or 4.2 per cent. Two reasons may be assigned for the increase in proportion of rejections—a poorer class of immigration as measured by the selective features of the law, and an opportunity resulting from the decrease in the gross number to be examined for a closer and more minute inspection. For other interesting items of information with respect to admissions and rejections attention is directed to the tables forming the first appendix to this report and especially to the detailed comment upon those tables (pp. 3 to 11, post).

No doubt all those who are interested in the immigration problem of the United States will examine the statistics this year with the particular purpose of ascertaining what effect, if any, has been pro-

duced by the new provisions contained in the Burnett-Smith Immigration Act. That law has been in effect for only two months; moreover, the conditions that have had to be met during those two months have been altogether abnormal; therefore the figures furnished with respect to the excluded classes must not be taken to indicate any absolute results or to create the basis for calculations for the future. It will be observed, however, that in the two months 391 aliens were rejected under the illiteracy test, none under the geographical excluding clause, 3 who were certified for constitutional psychopathic inferiority, 10 chronic alcoholics, no vagrants, none afflicted with tuberculosis other than tuberculosis of the respiratory, intestinal, and urinary tracts (excluded by the old law), and 1 mentally defective without regard to the effect of such defect upon the earning ability.

ILLITERATE ALIENS.

Because it was the subject of so much discussion and because the opposition to the measure was to such a large extent centered upon that provision, it seems eminently appropriate to comment to such slight extent as is possible with but two months' experience upon the illiteracy-test clause in practice. It will be observed from the preceding paragraph that 391 illiterate aliens were excluded in May and June. There had been a quite general impression that the test would be difficult of application. The bureau has been agreeably surprised to find in the drafting of the regulations that methods of applying the test to concrete cases could be devised that are comparatively simple, that give promise of expedition in practice, and that are calculated surely to ascertain what the law intends shall be discovered with respect to each and every applicant for admission. Two general methods of applying the test have been devised: (1) To present to the alien a card on which are printed sentences containing from 30 to 40 words in the language or dialect in which he elects to be examined, which card bears a serial number corresponding to the number of a card printed in English containing the same sentences, the latter card being held by the officer conducting the examination and the reading of the card being translated by an interpreter into spoken English as the card is read aloud by the applicant; (2) to present to the applicant a card containing simple sentences comprising from 30 to 40 words printed in the language or dialect in which the applicant elects to be examined, such sentences being directions to the alien to do several simple things, such as removing his hat, placing his right hand upon his left shoulder, etc., the ability of the alien to read being demonstrated by his performance of the acts correctly and in the order in which he is directed in his language to do them. The former method is used principally at the seaports; the latter along the land boundaries and at isolated places where the more formal examination is not physically possible. Of course it is necessary to be constantly changing the cards that are used under both systems, and great care is exercised to prevent any coaching or other fraudulent action.

It goes without saying that many efforts will be made to defeat this new provision. So far those efforts have been principally in the direction either of entering the country surreptitiously and evading inspection altogether, or of setting up fraudulent claims of

relationship in an effort to be exempted from the operation of the test; but the bureau believes that as experience is gained in the enforcement of the law it will be possible to meet and defeat most of these efforts at evasion.

DEFECTIVE ALIENS.

One of the principal reasons for the bureau's ardent advocacy of the Burnett-Smith immigration bill was its belief that it would be possible under a measure of that kind, providing specifically for a much more intensive examination of aliens than ever has been made under previous laws, to sift from the large number of applicants those mentally or physically below standard. As was pointed out in the reports of 1915 and 1916, the reduction of immigration by the war had afforded an opportunity even under the old law for a more intensive examination than had occurred theretofore, with results that gave great promise of good work if and when the new law might come into operation. The two months' experience with the new law has not led the bureau to revise its opinion in the least degree. There is no doubt that heretofore a great many aliens have managed in one way or another to enter the country when their mental or physical condition was such that they should have been compelled to remain at home where the country responsible for them, both legally and morally, might carry them as a public burden in the almost certain event of their being unable to maintain themselves. The bureau is sure that when normal conditions return the wisdom of the Congress in strengthening the law with respect to physical and mental defects will be thoroughly demonstrated. This subject is of such great and constant interest that the bureau feels that even in these abnormal times it should devote considerable space to a presentation of the statistics concerning same.

Although unusual conditions have confronted the service throughout the past year, just as they did in the two preceding years, 5,587 aliens morally, mentally, or physically below standard were returned to the country of origin, 4,805 of whom were debarred from entering while the remaining 782 were arrested and expelled. Of those debarred, 1,502 had grave physical defects, 411 had grave mental defects, 1,733 had physical or mental defects not so serious but affecting ability to earn a living. One (excluded in the last two months of the year) had mental defects of a minor nature, not necessarily affecting ability to earn a living but sufficiently serious to justify rejection under the law, and 1,158 were morally defective. Of those arrested and deported 73 were physically, 172 mentally, and 537 morally defective. (See Table XVII and XVIII, Appendix I.)

In the previous fiscal year 5,256 aliens morally, mentally, or physically below standard were returned to country of origin, 4,257 of whom were debarred and 999 of whom were arrested and expelled. Of those debarred 1,156 had grave physical defects, 397 had grave mental defects, 1,703 had physical or mental defects of a less serious nature but affecting ability to earn a living, and 1,001 were morally defective; while of those arrested and deported 128 were physically, 320 mentally, and 551 morally defective. It is of interest again this year to compare these results with the figures for 1914, the last year of normal immigration. In that year 14,582 aliens physically,

mentally, or morally below the legal standard were returned to the country of origin, 12,494 of whom were debarred and 2,088 of whom were arrested and expelled.

The 4,805 rejected in the past year constitute about 30 per cent of the total number debarred, the 4,257 rejected in 1916 constituting about 23 per cent of the number debarred that year, while the 12,494 rejected in 1914 constitute 38 per cent of the number debarred in that year. The 752 arrested and deported during the past year on grounds of defectiveness constitute 41 per cent of the total expulsions; the 999 arrested and deported during 1916 on similar grounds constitute 36 per cent of the total expulsions; while the 2,088 arrested and deported in 1914 constitute about 45 per cent of the total expulsions for that year.

The mentally defective have always constituted a very important class from the point of view of the welfare of this country. Congress has materially strengthened and extended the excluding provisions of the law in their relation to this class by adding thereto persons of constitutional psychopathic inferiority and chronic alcoholics and by making the clause that excludes those who are mentally defective in a less degree or in a different particular from being insane, idiotic, feeble-minded, or imbecile include all whose mental condition is abnormal without regard to the question whether the mental defectiveness will have a bearing upon their ability to take care of themselves—this latter change in particular being a recognition by Congress of the prevailing opinion among members of the medical profession that mental abnormalities have a tendency to perpetuate themselves from generation to generation, often with an increase in the abnormality as the descent continues.

During the past fiscal year 411 aliens suffering from serious mental defects were debarred at the ports—9 idiots, 19 imbeciles, 112 insane, 34 epileptics, 224 feeble-minded, and (during the last two months of the year) 10 chronic alcoholics and 3 persons of constitutional psychopathic inferiority. These figures, so far as comparison is possible, might be compared with those of the previous fiscal year, during which 397 aliens suffering from serious mental defects were debarred, divided into 5 idiots, 17 imbeciles, 123 insane, 28 epileptics, and 224 feeble-minded.

In the past fiscal year 172 aliens suffering from serious mental defects were expelled from the country, 38 of whom it was found had been so afflicted when they entered, comprised of 15 insane, 10 epileptics, 12 feeble-minded, 1 imbecile, 2 chronic alcoholics; and it will be observed that 132 of the aliens deported became public charges within three years after entry by reason of the development of such deficiencies, the underlying causes of which existed prior to entry, divided into 130 who became insane and 2 who became public charges because of other mental defects. These should be compared with the figures for 1916, when there were expelled from the country 320 aliens suffering from serious mental defects, 43 of whom had been so afflicted at time of entry, comprised of 20 insane, 10 epileptics, and 13 feeble-minded; and that 277 of the aliens deported had become public charges within three years after entry through the development of such deficiencies, the underlying causes of which existed prior to entry, divided into 262 who became insane and 15 who became public charges from other mental defects.

The administration of that part of the law which relates to the morally defective has always constituted a very important part of the bureau's work, and heretofore it has pointed with some pride to the results attained in connection with the enforcement of the salutary provisions of law upon this subject. Reference to Tables XVII and XVIII (Appendix I) will show that 510 immoral women, 371 procurers, 6 persons supported by the proceeds of prostitution, 257 criminals, 2 polygamists, and 12 anarchists were rejected at the ports; and 301 immoral women, 82 procurers, 59 persons supported by the proceeds of prostitution, and 95 criminals were expelled from the country—a total of 1,695, of which 1,329 were sexually immoral, 352 criminals, 2 polygamists, and 12 anarchists. The corresponding figures for the preceding fiscal year were 439 immoral women, 307 procurers, 8 persons supported by the proceeds of prostitution, 245 criminals, and 2 polygamists rejected at the ports; and 272 immoral women, 89 procurers, 76 persons supported by the proceeds of prostitution, and 114 criminals expelled from the country—a total of 1,552, of which 1,191 were sexually immoral, 359 criminals, and 2 polygamists.

To my remarks in my last two reports regarding the inadequacy of the appropriation made for the enforcement of the immigration law to meet the situation that exists with respect to aliens of the immoral classes I wish again to direct attention. While much has been done to carry out these very valuable provisions of law, the bureau is satisfied from the result of investigations conducted by its officers from time to time that a great deal more could be done if funds adequate to the purpose could be allotted to that particular branch of the service.

The past year has been marked, like previous years, by success in the prosecution of those engaged in the nefarious business that really exists with respect to the handling of aliens brought here for immoral purposes or diverted into channels where those purposes can be accomplished after they have arrived. At the instance of the service during the past year prosecutions have been instituted in 132 cases of this kind, in 48 of which conviction occurred.

Since the war commenced it has not been possible to show by figures the work done by the Immigration Service with respect to the handling of cases of persons found unlawfully within the country. In many instances it has not been possible to deport, although clear cases for deportation have been made out. The bureau again presents a table (Table XVIII-A) covering this peculiar phase of its work. Reference thereto will show that 694 aliens arrested upon statutory grounds and found to be unlawfully within the country have been permitted to remain in the United States temporarily under bond or under personal recognizance or guaranties of individuals or societies that they will be produced for deportation when conditions will permit. The corresponding figures for 1916 were 856, those for 1915 were 1,328, making a total for the three years of 2,878. Those for the past year are divided into 201 who were members of the excluded classes at the time of entry, 385 who became public charges from causes existing prior to entry, 69 others whose deportation is compulsory within three years, and 39 whose deportation upon grounds of immorality is required without time limit. The

corresponding figures for 1916 were 329, 448, 55, and 24; and those for 1915 were 697, 506, 89, and 36. As to classification by physical, mental, and moral defectiveness, said table shows that of those so ordered deported with a stay of deportation, 44 were of the first, 365 of the second, and 109 of the third classification, the remainder being composed of those likely at time of entry to become public charges, those entering without inspection, etc. The corresponding figures for 1916 were 57, 418, and 113; while those for 1915 were 129, 427, and 192.

With respect also to the expulsion of aliens from the country the new law is a great improvement upon the old. The time limit has been increased from three to five years in all classes of cases except surreptitious entries (the limit with respect to the latter being left as heretofore at three years) and except to the extent that the limitation has been removed altogether, this latter improvement relating to the anarchistic and criminal classes, with respect to which the new law does what the act of March 26, 1910, did with respect to the sexually immoral classes. Another improvement is the removal from the statute of all doubt that the limitation ceases to run the moment the department issues its process looking to the arrest of the alien unlawfully within the country. While this provision of course was not intended to be in any sense a war measure, it has proven of great value at this particular time. As already reiterated, war conditions have made it impossible to deport in a great many cases. Immediately that the new law became effective the bureau commenced reissuing warrants outstanding under the old statute which it had not been possible, by reason of these conditions, to execute. This action places the cases where, when normal conditions abroad and upon the seas are restored, whenever that much-to-be desired event may happen, the country may be rid of all of these aliens who are here contrary to the will of Congress. If the new law had not been passed, there is serious doubt whether any such desirable outcome could have been produced, for several of the courts had held that under the old law deportation must actually have physically occurred within the limitation fixed by the statute.

ALIENS SUBJECT TO EXCLUSION OR DEPORTATION ON ECONOMIC GROUNDS.

There is perhaps no feature of the new immigration law to which the bureau could point with more satisfaction than the provision in section 3 shifting the position among the excluded classes of "persons likely to become a public charge." As was stated in the bureau's last report, it has been the practice, almost "from time immemorial," to exclude by virtue of this clause aliens who for any reason whatever—physical, mental, moral, or economical—were deemed likely to be a charge upon the community in which they might settle if permitted to enter the United States; and such persons are just as heavy a burden upon those communities if they do become public charges, no matter what the underlying cause of their becoming such may be. In October, 1915, after the practice mentioned had obtained for many years and thousands of aliens had been rejected as likely to become public charges because conditions were such in the localities to which they were destined that the only reasonable conclusion which could

be reached was that they would not be able to obtain self-supporting employment, the Supreme Court, very much to the surprise of the bureau, held that the excluding clause, largely because of the position it occupied in the act along with other clauses excluding for personal disqualifications, could not operate to exclude an alien simply because the evidence in his case showed that he would not be able to obtain employment in the place to which he intended to go. Immediately that the attention of Congress was directed to the serious situation created by this decision the appropriate provision was included in the law and the bureau's anxiety concerning the matter was relieved. There can be no doubt from this time forth that aliens who are likely for any reason whatever to become a charge upon the public in the United States are subject to exclusion.

About 49 per cent of all the aliens rejected during the past year—7,871 in number—were denied the privilege of entry because they were deemed likely to become public charges; and 176 alien public charges were expelled, together with 718 with respect to whom it was found that at time of entry they were likely to become inmates of public institutions, making a total of 8,765. (Table XVIII, Appendix I.) For the previous year the corresponding figures were: Debarred, 10,383 (55 per cent of all rejected); expelled, 1,431, divided into 350 public charges, and 1,081 likely at time of entry to become public charges; making a total of 11,814. The figures for 1915 were: Debarred, 15,503 (64 per cent of all rejected); expelled, 1,329, divided into 479 public charges and 850 likely to become such at time of entry; making a total of 16,832.

Alien contract laborers to the number of 1,116 were debarred in the last fiscal year, as compared with 2,080 in 1916 and 2,722 in 1915; while 62 of such aliens were arrested and deported, compared with 116 in 1916 and 65 in 1915.

INDUCED AND ASSISTED IMMIGRATION.

This class of immigration has always constituted a serious problem. As a general rule, it might be stated that voluntary immigration is healthful and that involuntary or stimulated immigration is harmful. This has always been the attitude of the law toward the subject; but, unfortunately, the laws have not heretofore been sufficiently comprehensive, explicit, or drastic, to reach and cure the evil. It is believed that the new law is a vast improvement in this regard over all its predecessors; but, of course, conditions now existing are not such as to permit the correctness of this opinion of the law to be demonstrated in practice. The alien who comes here impelled by an ambitious, enthusiastic, and altogether worthy motive of bettering his own condition and becoming of greater value in the world is usually an asset to the country. But the alien who comes because some one else desires to make use of him or to exploit him, or because he has been led to believe that the liberty for which this country stands in both religious and political matters is a license to the individual to think and to do as he pleases, usually becomes a liability and often an actual detriment to the body politic. It is with great satisfaction, therefore, that the bureau observes that the new law is better calculated to meet this situation than any law heretofore enacted.

ORIENTAL IMMIGRATION.

Referring to its previous reports and recommendations in their bearing upon this particular subject, the bureau must first express its entire satisfaction with that phase of the subject which is completely covered by the new immigration act and its partial satisfaction with that phase which is helped but not cured by said law, and must then allude again, this time very briefly, to the inadequacies which confront it—and which must continue to confront it until there is even further legislation—in efforts to carry out the will of the people of this country as expressed through the Federal Legislature.

The geographical excluding clause (or as it is sometimes called “the latitudinal and longitudinal clause”) is, in the bureau’s judgment, the most far-reaching and most beneficial provision of the Burnett-Smith Immigration Act. It attracted so little notice, comparatively, during the time the bill was under discussion, and was to such a great extent overshadowed by the heated controversy with respect to the illiteracy test, that its scope and possibilities, in a preventive way, in the solution of immigration problems for all time to come have not been fully understood or adequately appreciated. In reason and principle the geographical excluding clause is similar to the Chinese-exclusion acts. It recognizes the impossibility that this country shall ever consent to the settlement here of thousands of orientals who inherently (and this is not said in a spirit of criticism at all, but merely as a statement of a fact) are incapable of assimilation into the body politic of a Nation the population of which is of occidental origin. The principle upon which it proceeds is that of the Chinese-exclusion laws, to wit, that in a country the laboring class of which legally, socially, morally, ethically, is upon a parity with the other classes of the population, contains no place in its economic arrangements and systems for laborers who are (whether by choice, by inheritance, by force of circumstances, or otherwise it matters not) of that designation or description a clear understanding of which is conveyed to the occidental mind by the use of the word “coolie.” There is no room here for the coolie, no matter what his race or origin may be; pre-eminently there is no room here for the coolie of oriental origin. This is not a narrow or selfish view of the matter. Far be it from the bureau to deny to any people, however humble their origin, whatever their race or condition, the right to advancement, collectively or individually. But history has shown, and history is a record of the practical operation of things, that the amalgamation of certain races is impossible. Fortunately the world is large enough for these peoples to work out their own salvation in their own localities or in localities to which they are adaptable; so that all that is involved in a recognition of the reasons and principles of the Chinese-exclusion laws, as repeated in the geographical excluding clause of the new immigration act, is a denial to people who are unassimilable of the privilege of coming into the territory occupied by the people with whom their amalgamation is impossible—a denial of the privilege of producing a situation that must ultimately retard the progress of all concerned. The new provision has settled the Hindu immigration problem, which a few years ago threatened to be one of the most dis-

trussing phases of immigration that the country had yet encountered. It has done more, for it has removed any possibility that the hordes of coolies who inhabit the islands adjacent to Asia or who are found throughout that continent ever will be brought to the United States. It excludes the coolie class of territories whose population exceeds 500,000,000; it has "taken time by the forelock," and is without doubt a most farsighted piece of legislation.

The new law has partially solved the greatest difficulty that has confronted the Immigration Service in the enforcement of the Chinese-exclusion laws. Under that law Chinese who enter or who are found here in violation of the exclusion statutes, provided they are apprehended within five years of the time of entry, may be removed by administrative process. One of the greatest impediments to the enforcement of the exclusion laws has been the necessity of resorting to judicial process to bring about the deportation of Chinese unlawfully here. These immigration questions are fundamentally of an administrative nature, and judicial machinery does not lend itself to their solution. This has been demonstrated to the satisfaction of Congress, which has gone a long way toward remedying the situation in that provision of section 19 of the new act which makes it perfectly clear (as the act of 1907 attempted to provide but failed of clearness of statement) that the administrative machinery is to be used, at least to a limited extent, in the handling of this phase of immigration, just as it has been used in the conduct of all other phases thereof. In the bureau's judgment Congress should go the full distance, however, for there is no reason why the enforcement of the Chinese-exclusion laws should be placed in the courts in any other particular or to any greater extent than is the enforcement of the general immigration statute.

But if the policy of the country regarding oriental immigration is to be enforced, the matter of the status of children born in China to parents of the Chinese race when the father happens to be an American citizen by birth should be definitely fixed and should be regulated in such a manner as to discontinue the frauds that are constantly multiplying in connection with Chinese of alleged American citizenship. The bureau dwelt at length upon this phase of the matter in its last report. Bills embodying its suggestions (H. R. 20605 and S. 7839) were introduced in the last Congress. The bureau desires to call particular attention to them and to urge that their early passage be recommended to Congress.

The "minor son of a merchant" matter and related Chinese-exclusion questions to which the bureau has heretofore alluded at length also must be solved. Their solution, the bureau believes, is to be found by adding to the Chinese-exclusion laws a provision—similar to that attached to the geographical excluding clause of the new immigration act—by which the exemption from said clause of the legal wives and foreign-born children of members of the exempt classes shall require that the children so exempted must be under 16 years of age and that the privilege of remaining here of all exempts and their wives and children shall depend upon their continuing while here to engage in no other than an exempt pursuit.

ALIENS EMPLOYED ON VESSELS.

For many years the bureau has directed attention to the necessity, in order to carry out the purpose of the immigration law, that authority should be given the immigration officers properly to supervise the phase of immigration constituted of aliens employed on vessels entering ports of this country. It has long been customary to regard seamen as a class by themselves. It is necessary to the proper conduct of the world's commerce that the calling shall be recognized and its privileges protected. But the employment of aliens on vessels entering our ports has long constituted one of the most serious loopholes in the immigration law; and the service has frequently been called upon to conduct investigations and to bring about the institution of proceedings to prevent the perpetration of wholesale frauds in this connection. While the Burnett-Smith immigration bill was under consideration, Congress passed the seamen's act. The underlying purpose of the seamen's act is to make the calling of the seafaring laborer, like the vocation of his brother on shore, one in which the employee is free to offer his services to whom he pleases and to demand of the employer the kind of treatment and the amount of wages that will recompense him adequately for the service performed. There can be no doubt, whatever criticism may be launched at this piece of legislation from other points of view, that it has emancipated the seaman. In view of this fundamental purpose of the seamen's act as passed, it became necessary to bring the provisions of the proposed immigration law—which had been drafted (largely upon the bureau's recommendation) to meet the immigration problem arising in connection with alien seamen—into such shape that they could be enforced, and the frauds heretofore perpetrated by aliens pretending to be seamen prevented, without interfering to any substantial extent with the operation of the seamen's act itself in so far as its purpose was to allow the seamen freedom to leave vessels on which they reached ports of this country and to take employment on other vessels at the rate of wages prevailing here. It became the bureau's very pleasant duty, in collaboration with the president of the International Seamen's Union of America, Mr. Andrew Furuseth, to attempt to bring the provisions of sections 31 to 36 of the Burnett-Smith bill into conformity with the seamen's act, with the preparation and passage of which Mr. Furuseth had had so much to do. The Committees on Immigration of the two Houses cordially adopted the bureau's recommendations, and the result is that the new law contains provisions which will enable the immigration officials properly to supervise the landing in our ports of aliens who are following the sea and at the same time not to interfere with the liberty of those persons to bargain with their employers in connection with their employment. In drafting rule 10 of the new immigration regulations, which deals particularly with this subject, the bureau was again assisted by Mr. Furuseth; and his assistance extended still further, for he explained the new provisions to the various seamen's organizations, and through their confidence in him, and his confidence in the bureau, a situation has been produced which, it is believed, lays the foundation for successful application of these novel provisions to a condition which has always been the cause of grave concern to the Immigration Service. Of

course, some experience must be had with the operation of this rule before its success can be proclaimed. It may need modification in some respects. But the bureau believes that fundamentally and in essence the solution of this problem has been found.

IMMIGRATION FROM INSULAR UNITED STATES.

Separate statistics on this subject were presented for the first time in 1914. The tables then printed (XXIV, XXV, and XXVI) covered seven years—1908 to 1914. Similar tables are again presented (Appendix I). The figures contained in Table XXIV also include the entire period 1908 to 1917. It will be observed from the latter table that 23,472 aliens have come to continental from insular United States during the 10 years covered, of whom 3,031 entered in the past year; that of the 23,472 admitted in the said 10 years 16,135 came from Hawaii, 6,558 from Porto Rico, 744 from the Philippines, and 35 from Virgin Islands; 15,847 landing at San Francisco, 6,530 at New York, and 666 at Seattle.¹

The new law has recognized the importance of our insular possessions in their relation to our immigration problem. Heretofore aliens who had been admitted to Porto Rico or the Philippines could come to the mainland sailing "coastwise," those possessions, from an immigration point of view, being included in the United States. The new law, however, recognizes that aliens who might be admissible to the insular possessions, and might even be a valuable addition to their population, might be a very undesirable acquisition on the mainland of the country. Hereafter aliens who come to mainland ports from Porto Rico and the Philippines will have to pass the same examination as that made with respect to aliens coming from foreign countries. Of course these provisions do not apply to citizens of the possessions; they are not aliens (*Gonzales v. Williams*, 192 U. S., 1).

SMUGGLING AND SURREPTITIOUS ENTRY OF ALIENS.

In its report for 1914 the bureau called attention to a system inaugurated in April of that year, having for its object a more aggressive campaign against those engaged in smuggling Chinese coolies into the United States, it having been found that this illegal traffic had attained such proportions as to make necessary some special action. As a result of this systematic campaign, and the persistent efforts of the officers assigned to this particular work, prosecutions were instituted against 325 smugglers, of which number 291 have been arrested and 34 are now fugitives from justice. It is also gratifying to note that the smuggling of contraband Chinese into this country has been reduced to a minimum, and practically every member of the notorious smuggling rings operating at the time this system was adopted either have been convicted of participating in such illegal traffic or are fugitives from justice in Canada or Mexico.

The practice formerly existing of smuggling Chinese into the United States in large parties has to a very considerable extent been made impossible through the activities of the immigration officers, and those now engaged in this unlawful traffic rarely attempt to convey

¹ New Orleans 59, Galveston 4, Portland, Oreg., 1, Canadian Pacific ports 356, and Mexican border ports 9, these ports evidently being omitted in previous years on account of small number arriving there.

more than one or two at a time. This naturally has caused a material increase in the remuneration demanded from the Chinese when smuggled in and consequently has attracted to this nefarious traffic a more ingenious class of criminals than those with whom the service previously had to contend.

By increasing the speed and cruising radius (through the installation of more efficient power plants) of the two patrol boats (the *Ellington* and *Azalea*) operating along the southern California-Mexican coast, these vessels have been the means of practically suppressing the former practice of smuggling Chinese coolies in large numbers into the United States by water from Mexico, and their continued operation, either by this service or the Navy Department, will prevent the resumption, to any great extent at least, of that traffic.

The taking over and operating of these patrol boats by the Navy Department has enabled the officers in southern California to give more time and attention to the smuggling work along the land border in order to prevent the surreptitious entry not only of Chinese coolies but of other inadmissible aliens who, as the result of conditions in the interior of Mexico, have congregated in large numbers along the international boundary for the avowed purpose of gaining illegal entry into the United States.

Recommendations have been made for the establishing of a water patrol along the South Atlantic coast for the purpose of suppressing the illegal entry of Chinese laborers from the adjoining islands, to which they have gone in large numbers during the past fiscal year, as well as the surreptitious entry of a large class of other aliens made inadmissible through the additional restrictions contained in the new immigration law.

During the year just ended many Chinese laborers came to points in eastern Canada, near the international boundary, to work in munition and other factories. As many of these Chinese soon became dissatisfied with and abandoned such employment and are known to be negotiating for their illegal entry into the United States, and as other aliens unable to meet the requirements of the new immigration law also are seeking to gain illegal entry, it has become necessary to augment the bureau's force, particularly the water patrol, at strategic points along the northern border for the purpose of preventing the surreptitious entry of both classes.

Although as above stated the campaign against the smuggling of Chinese into this country has been vigorously and effectively prosecuted, yet, because of the financial inducements involved and the remarkable ingenuity possessed by those who engage in this notorious practice, its suppression can be maintained only by the continued vigilance of the officers assigned to this work.

ADMINISTRATIVE FINES.

One of the most useful and salutary provisions of the immigration act of 1903 was that assessing a fine, administratively, against any transportation company that might bring to a port of the United States an alien afflicted with a loathsome or with a dangerous contagious disease. Said provision was incorporated in that law in pursuance of a suggestion made by the Bureau of Immigration. It was

repeated in section 9 of the immigration act of 1907 and extended to include the bringing of an alien afflicted with tuberculosis or with idiocy, imbecility, or epilepsy. In section 9 of the new law it has been extended again very materially, so that it now covers the bringing to a port of this country of "any alien afflicted with idiocy, insanity, imbecility, feeble-mindedness, epilepsy, constitutional psychopathic inferiority, chronic alcoholism, tuberculosis in any form, or a loathsome or dangerous contagious disease." The amount of the fine as specified in the acts of 1903 and 1907 was \$100; it has been increased in the new law to \$200. Section 9 of the new law contains also these new provisions: One assessing a fine of \$200 against any transportation company that may bring to a port of the United States any alien excluded by the illiteracy clause or by the geographical clause of section 3; one assessing a fine of \$25 for bringing to a port of the United States any alien afflicted with a mental defect of a less serious nature than those specified in the amended original provision, or with a physical defect of a nature to affect earning capacity; and several requiring that in every case in which a steamship company is assessed either the \$200 or the \$25 fine prescribed by said section the company in addition shall pay to the collector of customs "a sum equal to that paid by such alien for his transportation from the initial point of departure, indicated in his ticket, to the port of arrival, * * * such latter sum to be delivered by the collector of customs to the alien on whose account assessed."

The propriety, constitutionality, and validity of the administrative fine as originally prescribed in section 9 of the act of 1903 was upheld in an exhaustive and unanimous opinion of the Supreme Court in June, 1909 (*Oceanic Steam Navigation Co. v. Stranahan*, 214 U. S., 320). The purpose of that fine, as disclosed by the act, by the committee reports on the legislation, and by the decision of the Supreme Court mentioned, was to prevent, not the entry to the United States, but the taking on board and conveying, along with other aliens who might be landed here, of persons so afflicted as to make them a menace to the health, immediately or in the future, of those with whom they might come in contact. It will be observed that in the act of 1907 and in the new law, while the original purpose is still intended in certain classes of cases, obviously new or additional purposes are also involved. These purposes are of a dual nature: (1) The protection of the population of the country from the introduction through immigration of strains of mental deficiency or of persons so afflicted physically as to be unable to care for themselves; and (2) the prevention of the hardships and inhumanities that result from the bringing to United States ports of persons who can not be admitted under the law and who therefore must be returned to the country of origin, and the related humane object of remunerating to some extent aliens who, although obviously inadmissible, may be persuaded by steamship agents and runners to attempt to get into the country.

But in the new law the administrative fine, which had been found so useful in the administration of section 9 of the previous acts, has been put to still further advantageous uses than those above mentioned. Those additional uses may be described as follows:

By section 7 of the new law an administrative fine of \$400 is assessed in any case in which the owner, master, officer, or agent of a

vessel may bring or cause to be brought to a port of the United States any alien who has been solicited, invited, or encouraged by such party to come to this country in violation of the section mentioned.

By section 14 the fine that has long been assessed for failure to manifest or improperly manifesting aliens is made administrative, its collection being enforced, like other similar administrative fines, by refusal of clearance.

By section 18 an administrative fine of \$300 is assessed against any master, purser, person in charge, agent, owner, or consignee of any vessel who refuses to receive back on board thereof or on board any other vessel owned or operated by the same interests, any alien refused admission to the United States, or who fails to detain such alien aboard, or refuses or fails to return him as required by law, or to pay the cost of his maintenance while on land, or who makes any charge for the return of an excluded alien, or takes any security for the payment of such charge, or who takes any consideration to be returned in case an alien is landed, or who knowingly brings to the United States at any time within one year from the date of deportation any alien rejected or arrested and deported under any provision of the act unless prior to reembarkation the Secretary of Labor has consented that such alien shall reapply.

Sections 31 to 36 of the new law, constituting a novelty in immigration legislation, relate to aliens who are employed on board vessels entering ports of the United States. To this new phase of immigration control also the administrative-fine method of preventing violations has been adapted. Provision is made in section 35 for the imposition of a fine of \$50 in cases in which aliens afflicted with idiocy, imbecility, insanity, epilepsy, tuberculosis in any form, or a loathsome or a dangerous contagious disease are brought to a port of the United States as employees of vessels. In this instance, but in no other, discretion is given the Secretary of Labor to remit or mitigate the fine. Section 36 makes provision for the assessment of an administrative fine of \$10 on account of each alien employee of a vessel with respect to whom certain information, deemed necessary to a proper enforcement of the seamen's sections, is not furnished when vessels enter and leave ports, respectively. It will be observed that the fine with respect to diseased seamen is similar in purpose to the fine imposed by section 9 with respect to diseased alien passengers, but smaller in amount; and that the fine imposed by section 36 for improper or insufficient furnishing of information is similar and like in amount to that imposed by section 14 with respect to alien passengers.

This subject of administrative fines is so interesting and of such importance to a proper enforcement of the law that the bureau deems it advisable to furnish a special table showing what fines have been assessed during the past year, for what reasons, and the amounts collected with respect to each. It is necessary, of course, to show separately the fines collected under the act of 1907—that is, prior to May 1, 1917—as they were much more limited both in purpose and in amount than those collected under the new law commencing with the date stated.

Administrative fines assessed against transportation lines.

ACT OF FEB. 20, 1907.

Ports.	Section under which assessed.	Number assessed.	Amount of fine.	Total amount assessed.	Cause of assessment.
New York.....	9	6	\$100	\$600	Bringing alien afflicted with dangerous contagious disease.
		2	100	200	Bringing alien afflicted with imbecility.
		1	100	100	Bringing alien afflicted with idlcy.
Boston.....	15	6	10	60	Improper manifesting.
	9	5	100	500	Bringing alien afflicted with loathsome or dangerous contagious disease.
Philadelphia.....	9	2	100	200	Do.
New Orleans.....	9	9	100	900	Do.
	15	46	10	460	Improper manifesting.
San Francisco....	9	25	100	2,500	Bringing alien afflicted with loathsome or dangerous contagious disease.
Honolulu.....	9	2	100	200	Do.
San Juan.....	9	3	100	300	Do.
	15	35	10	350	Improper manifesting.
Galveston.....	9	1	100	100	Bringing alien afflicted with loathsome or dangerous contagious disease.
	15	5	10	50	Improper manifesting of alien.
Norfolk.....	9	13	100	1,300	Bringing alien afflicted with loathsome or dangerous contagious disease.
Jacksonville.....	15	48	100	480	Improper manifesting.
Seattle.....	15	2	10	20	Do.
San Diego.....	9	1	100	100	Bringing alien afflicted with loathsome or dangerous contagious disease.
	15	18	10	180	Improper manifesting.
Total.....		230		8,600	

ACT OF FEB. 5, 1917.

New York.....	9	8	\$200	\$1,600	Bringing alien unable to read.
		1	200	200	Bringing alien afflicted with syphilis.
		1	200	200	Bringing alien afflicted with trachoma.
		1	25	25	Bringing alien afflicted with hernia.
		1	25	25	Bringing alien afflicted with deafness.
	18	3	300	900	Taking a consideration, to be refunded to alien if landing occurred.
Boston.....	9	262	200	52,400	Bringing alien unable to read.
		2	25	50	Bringing alien afflicted with physical defect.
		1	200	200	Bringing alien afflicted with trachoma.
Philadelphia.....	36	3	10	30	Failure to furnish lists of deserting seamen.
	35	1	50	50	Having on board vessel a seaman afflicted with dangerous contagious disease.
San Francisco....	9	5	200	1,000	Bringing alien afflicted with loathsome or dangerous contagious disease.
		1	200	200	Bringing alien afflicted with mental defect.
San Juan.....	14	6	10	60	Bringing alien unable to read.
Jacksonville.....	9	3	200	600	Improper manifesting.
San Diego.....	9	1	200	200	Bringing alien unable to read.
					Bringing alien afflicted with loathsome or dangerous contagious disease.
Total.....		303		58,140	
Total, act Feb. 20, 1907.....		230		8,600	
Grand total.....		533		66,740	

DISTRIBUTION OF LABOR.

For details with regard to this feature of the bureau's work reference should be had to the report of the Chief of the Division of Information, which constitutes the second appendix. The war, of course, is having a very material effect upon this work, creating greater necessity and greater opportunities for the activity of the Federal Government in mobilizing and distributing labor. The

growth in the number of Zone organizations as well as in that of the States cooperating with the Department of Labor in employment matters, considered with the success of the service as indicated by the placements for the last fiscal year—aggregating 283,799, an increase over those of the previous year of 208,643—makes it clear that it can further serve the needs of the Government during the war. Plans now being formulated, involving not only the normal work of the system but also such as can be done during the war, will be submitted at an early date to the department for its consideration.

The bureau urges the creation out of the activities of said division of a Bureau of Employment in the department.

THE "IMMIGRANT FUND."

On this subject I wish to repeat the following from my report for the fiscal year 1915:

The principal ground upon which the Supreme Court supported the constitutionality of the provision of law authorizing collection of head tax from transportation companies on account of aliens brought by them to ports of the United States was that the so-called tax was a contribution, the purpose of levying which was to mitigate the evils incident to immigration from abroad, and was not a tax in the sense of the Constitution and subject to the limitations imposed by that instrument on the general taxing power of Congress. There can be no question that the intent of Congress, not only originally but upon every occasion when the matter has been before it for consideration in connection with the increase of the amount of the head tax from time to time, was not to raise revenue for the general purposes of the Government, but to constitute a fund from which the expense of satisfactorily regulating and controlling our immigration problem might be paid, the purpose of the several increases in the amount being to afford a larger fund for the maintenance of the service. Since the law providing for the collection of a head tax has been in force up to the end of this fiscal year there has been collected over \$9,000,000 in excess of expenditures. The suggestion was made in the last report for the assignment of a portion of this surplus for the purpose of aiding "in the direction and protection of the immigrants after landing and in the effort to relieve industrial centers by securing employment for the surplus labor found therein, either native or foreign, either on farms or in other rural occupations or in settling people on the lands," and the establishment of "a permanent revolving farm-loan fund of the Department of Labor for aiding people applying for labor on farms, in acquiring lands for the establishment of homes, and carrying on farm occupations thereon." The bureau now adds to such suggestion the following: That from and after the 1st day of July, 1916, all the proceeds arising from the head tax be set aside by suitable legislation for the above-mentioned purposes.

IMMIGRATION STATIONS.

During the past year no progress has been made toward the construction of the new station at the port of Boston, for which an appropriation was made several years ago. This project is under the direction of the Treasury Department, but it appears that congressional authority for increasing the original limit of cost has not been forthcoming, and this situation leaves the Immigration Service in the unfortunate position of continuing to occupy a rented building which has long since been found unsuitable from the standpoint of sanitation and safety from fire. The embarrassing condition at this port found additional emphasis upon the entrance of the United States into the war, as several hundred interned aliens at Boston were then placed in custody of the immigration authorities and considerable difficulty attended the effort to place these people temporarily, the present station being wholly inadequate to care

for them. It is again recommended that the new station be constructed as speedily as possible, that it may be ready for occupancy coincident with the commencement of increased immigration which probably will take place upon the conclusion of the conflict abroad.

The Ellis Island Station was seriously damaged in connection with the explosion which took place at Black Tom Peninsula, about a mile distant, on the night of July 30, 1916. The damage exceeded \$400,000 in money value for replacements and repairs; but it is impossible to say that this completely covers the destruction, since the fabric of the buildings sustained injuries which may never be corrected and probably will manifest themselves for many years to come. An initial appropriation of \$150,000 was granted by Congress to begin the work of restoration, and this was afterwards supplemented by an additional fund of \$246,995, which is expected to be sufficient to complete the work. This catastrophe had the effect of delaying several important improvements for which appropriations had been made, but these could not go forward amid the destruction that visited every part of the station. Fortunately there was no loss of human life, the several hundred persons in detention at the time being transferred to places of safety until the damaged structures were prepared for reoccupancy. This is the second explosion near Ellis Island which has wrought great injury to the physical property of the station, the cost of repairs in this case amounting to sixteen times that incurred on the former occasion. The necessity of legislation to permit the Federal authorities to regulate the handling of explosives in New York Harbor, and particularly near the Government establishments therein, is clearly indicated, and it is recommended that the department put forth additional efforts to secure the enactment of such a measure.

It is gratifying to mention that the sundry civil appropriation act approved June 12, 1917, carried appropriations aggregating \$321,000 for some of the most urgent items of improvement at Ellis Island, particularly new boilers in the power house and an extension of the granite sea wall about the island. With the \$200,000 already allowed for the latter item, the total appropriation is \$416,000 out of a total limit of cost primarily fixed at \$787,170. It appears certain that the work can be completed within the original limit.

The forthcoming estimates will contain a number of items for the Ellis Island Station, and I wish to renew what was stated in the 1916 report as to the urgent necessity for providing detention accommodations for cabin passengers. Complaints not only from passengers but from representatives of foreign governments affecting treatment of their nationals have at times accentuated the necessity for quarters for cabin passengers at Ellis Island. The new immigration law is certain to increase the number of detentions in the first and second cabins; and as time is required to make extensive building improvements, it would be particularly gratifying to have this item allowed without further delay, so that the work may be completed before the resumption of normal immigration is actually taking place.

There has been no change in the conditions at Philadelphia since a year ago, and the recommendations contained in the 1916 report with reference to the station at Gloucester City, N. J., are renewed. The recent allowance by Congress of \$2,300 for an underground

wiring system at this establishment will eliminate one of the existing sources of danger at the Philadelphia Station.

The construction of the Baltimore Station, which is being performed under the direction of the Treasury Department, shows progress toward completion and it is expected that the buildings will be ready for occupancy within the next few months. A number of plans have been suggested for the utilization of these buildings pending the resumption of general immigration through the port of Baltimore, but definite recommendations are withheld until the structures are actually completed and turned over for occupancy.

It was mentioned in the last report that the Naval Militia of South Carolina was expected to occupy the station at Charleston, S. C., pursuant to legislative authority to that end which had then been recently granted. Plans to thus dispose of the property could not be perfected, and it has since been found desirable to permit the Navy Department to occupy the building, which is well situated for naval purposes.

The New Orleans Station was visited by fire on June 5, 1917, with the result that the large wharf constructed and turned over to the Government by the New Orleans Board of Harbor Commissioners was almost completely destroyed. It was not definitely determined what caused the conflagration, but for the present no recommendation will be submitted looking to replacement of this wharf.

The Galveston Station is still occupied by the Coast Guard, and there appears to be no reason why that service should not have the property indefinitely, as immigration via Galveston has been very light for some time and the Coast Guard lost its building during the hurricane of August, 1915.

The failure to secure an appropriation to commence operations at San Francisco by constructing the first units of a mainland station has left the Immigration Service badly handicapped by being compelled to remain in the existing structures at Angel Island, the unsuitability of which has been pointed out in several previous annual reports. The postponement of this project undoubtedly will make it necessary to increase the estimate of \$175,000 previously submitted, which was based upon building costs of three years ago. Economy and efficiency can not be attained by continuing the station at such a remote point as at present, and a strong centralized system of administration can be attained only by placing the station at a point where the maintenance of branch offices in the city may be dispensed with and all of the work brought directly under the supervision of the commissioner of immigration and his immediate assistants. During the past year there has been another development which points to the need for early action in this matter, as the immigration of Caucasians to San Francisco via Asiatic ports has been markedly increasing and, once established, is not likely to cease, even with the resumption of normal traffic across the Atlantic Ocean. This situation adds a strong reason to support the improvement recommendations hitherto made, which are hereby renewed.

LAND BORDER IMMIGRATION STATIONS.

The provision in the act of February 5, 1917, which requires transportation lines operating across the land boundaries to provide suitable and approved quarters for the Immigration Service has solved

many of the problems which formerly existed on the Canadian border, over which the larger portion of the traffic is by rail or steamer; but on the Mexican border, where entry on foot or by stage is the most prevalent method, the Immigration Service must continue to provide its own stations or else close the border ports, which as a practical matter could not be done. In the last annual report there was set forth a statement of a joint building program to meet the needs of the service on the Mexican border, and the course therein described is again recommended for favorable consideration.

INVESTIGATION AT SAN FRANCISCO AND ELSEWHERE OF CONSPIRACIES TO ACCOMPLISH THE ILLEGAL LANDING OF CHINESE.

Acting on information concerning conspiracies to accomplish the illegal landing of Chinese, the bureau, observing the caution necessary in such work, took steps from time to time to unearth sufficient evidence on which to proceed to punish guilty parties in and out of the service. At the beginning of this year evidence had accumulated which indicated an extensive corrupt organization and the necessity, in order to succeed in apprehending the guilty parties, of a thorough and painstaking investigation by competent officers. The bureau thereupon recommended to the department that the solicitor, Hon. John B. Densmore, be detailed for the purpose. His investigations have disclosed that for some time certain inspectors, clerks, interpreters, watchmen, and even some of those employed at the station in the capacity of laborers, were engaged in criminal attempts to secure the landing of inadmissible Chinese. The means employed included the substitution of photographs, alterations of testimony, concealment of references to related cases in which damaging testimony appeared, and other shrewd devices. The investigation had been under way for several months prior to the close of the fiscal year, and, although then far from complete, 14 employees at the station had been summarily dismissed. The evidence thus far obtained gives promise of ultimate success in the prosecution of all the parties involved in the conspiracies unearthed. At this time, for prudential reasons, no further details are given of the results of Solicitor Densmore's services. He has secured great results and has accomplished a most difficult feat. It required time, energy, and ability, and, possessing all of these, his achievements are as creditable to him as an officer as they are beneficial to the service and the department.

INTERNMENT STATION.

Upon the entry of the United States into the European war there were turned over to the Immigration Service about 1,800 officers and crew men from the German merchant ships which had been interned in American ports since August, 1914. The detention of these persons was required under sections 4067, 4068, and 4069 of the Revised Statutes, and the problem of housing and subsisting them presented different problems than those which would have been involved in the detention of a like number of alien immigrants. The latter usually come and go within a brief space of time and the immigration stations have been designed, built, and maintained to meet that condition of affairs; yet it was necessary to house the interned German ships' crews in these detention stations until other and more suitable accom-

modations could be provided for them. This was accomplished by renting a hotel building at Hot Springs, N. C., and making such changes therein as were necessary to equip the plant for the purposes to be met. Plans to use the labor of the men themselves to provide additional dormitory accommodations have been fully developed, and it is anticipated that by the middle of October the interned men will be concentrated at this station, where they can be maintained in plain but suitable quarters adapted to their condition.

As the war progresses the establishment of other internment camps may perhaps be necessary, but this is to be taken care of when the occasion arises; it has seemed desirable to centralize this internment at one point, so far as possible, thus eliminating duplication of the overhead expenses which would be inseparable from the maintenance of a number of such establishments.

It is recommended that the law be so amended as to permit the executive officer and the force necessary to conduct the executive offices connected with the internment of alien enemies to be located in the District of Columbia.

SUGGESTIONS FOR THE BETTERMENT OF ADMINISTRATION.

Another year's experiences have further evidenced the great need for improvements along many lines in the administration of the immigration law, to all of which I directed particular notice in my report for 1915 (pp. 41-46). Those suggestions were renewed in my last report, and it would be merely a work of supererogation to state them again here.

Such success as has attended the bureau's endeavors during the past year has been due to a combination of two happy circumstances. In the first place the bureau has proceeded, as heretofore, with an earnest desire to enforce the law in accordance with its spirit and intent and has devoted all of its energies to that end; and secondly, the bureau has been guided at every juncture by the wise counsel and advice of the Secretary himself and encouraged at every step by the confidence reposed in it by the head of the department. In its endeavors, moreover, the bureau has been aided by the cooperation and indefatigable industry of its employees both at Washington and in the field, and it affords me pleasure here to make due acknowledgement of the bureau's indebtedness in these regards.

A. CAMINETTI,
Commissioner General.

Hon. W. B. WILSON,
Secretary of Labor.

APPENDIX I.

STATISTICS OF IMMIGRATION.

The tables of immigration statistics here presented are so arranged as to furnish, in convenient form, figures for use by those interested in studying and discussing the statistical side of the immigration problem. The following items of special interest shown by the figures are deserving of particular notice and comment:

In the classification of aliens the terms (1) immigrant and emigrant and (2) nonimmigrant and nonemigrant, respectively, relate (1) to permanent arrivals and departures and (2) to temporary arrivals and departures. In compiling the statistics under this classification the following rule is observed: Arriving aliens whose permanent domicile has been outside the United States who intend to reside permanently in the United States are classed as immigrant aliens; departing aliens whose permanent residence has been in the United States who intend to reside permanently abroad are classed as emigrant aliens; all alien residents of the United States making a temporary trip abroad and all aliens residing abroad making a temporary trip to the United States are classed as nonemigrant aliens on the outward journey and nonimmigrant aliens on the inward.

Table I is a concise statistical summary of the work of the year with the arriving and departing aliens classified in the manner above described and showing also the arriving and departing United States citizens and the number of aliens debarred at the ports and expelled after entering the country. Immigration for the year was 362,877 aliens (295,403 immigrant and 67,474 nonimmigrant), a decrease of 1,040,204 compared with the fiscal year 1914—the immigration for which was 1,403,081, made up of 1,218,480 immigrant and 184,601 nonimmigrant aliens, and a decrease as compared with the last fiscal year, when the immigration was 366,748 (298,826 immigrant and 67,922 nonimmigrant), of 3,871. Rejections for the year numbered 16,028 aliens, or 4.2 per cent of the applicants, compared with 18,867, or 4.9 per cent of the applicants, for the preceding year, and with 33,041, or 2.3 per cent of the applicants, for the year 1914. In the past year 1,853 aliens were arrested and expelled from the country, compared with 2,781 for the previous year, a decrease of 33 per cent, and with 4,610 for 1914, a decrease of 60 per cent. But in connection with these figures the showing made in Table XVIII-A for this abnormal year should be considered.

The net increase or decrease of population as the result of immigration and emigration of aliens is shown by Tables II to IV, the fiscal years 1916 and 1917 being compared by months and by countries in Tables II and III and the fiscal year 1917 by races in Table IV.

In the past fiscal year 295,403 immigrant aliens and 67,474 nonimmigrant aliens, a total of 362,877, were admitted, and during that period 66,277 emigrant aliens and 80,102 nonemigrant aliens, a total of 146,379, departed from the United States. The net increase in population, therefore, resulting from immigration and emigration of aliens was 216,498 for the year. To make an absolutely correct statement as to increase in population along these lines it would be necessary to know the number of naturalized citizens of the United States who have emigrated during the year—an item of information not to be gathered from any existing records. The net increase corresponding with the foregoing for the fiscal year 1916 was 125,941.

Table V furnishes the intended future permanent residence of aliens admitted and the last permanent residence of aliens departed during the fiscal year.

The occupations of aliens entering and leaving the United States are concisely but interestingly presented in Table VI. Shown separately as immigrant and nonimmigrant, emigrant and nonemigrant aliens, the occupations of those arriving and departing are classified by general divisions—professional, skilled, and miscellaneous. Of common unskilled laborers, 56,458 (51,115 immigrant and 5,343 nonimmigrant) entered and 32,655 (24,801 emigrant and 7,854 nonemigrant) departed. Members of the skilled trades to the number of 61,232 (48,781 immigrant and 12,451 nonimmigrant) arrived and 20,550 (9,774 emigrant and 10,776 nonemigrant) departed. These figures might be compared with those shown in the report for 1916, to wit, unskilled laborers arriving, 61,828 (55,816 immigrant and 6,012 nonimmigrant); unskilled laborers departing, 97,437 (78,599 emigrant and 18,838 nonemigrant); skilled laborers arriving, 56,745 (45,528 immigrant and 11,217 nonimmigrant); skilled laborers departing, 29,943 (13,874 emigrant and 16,069 nonemigrant). But in considering the figures regarding unskilled laborers it must be remembered that a great many—doubtless the vast majority—of those regarded as “farm laborers” really come here to be ordinary unskilled laborers and with no intention of pursuing here the occupation heretofore followed abroad and naturally given as their personal avocation when called on to answer the questions on the manifest. It will be noted that 25,271 “farm laborers” entered (22,328 immigrant and 2,943 nonimmigrant), and that 3,588 such departed (1,869 emigrant and 1,719 nonemigrant), compared with 29,141 (26,250 immigrant and 2,891 nonimmigrant) entering and 3,604 (1,810 emigrant and 1,794 nonemigrant) departing in the fiscal year 1916.

Tables VII to XII—A are, from a statistical point of view, the most important of all those presented, for they furnish various interesting details concerning immigrant aliens admitted and emigrant aliens departed; in other words, they deal with the true immigrant and the true emigrant. Some of the more important items are deserving of special notice.

Thus Table VII shows, with respect to the 295,403 immigrant aliens admitted, that 214,616 were between the ages 14 and 44, 47,467 were under 14, and 33,320 were 45 or over. The corresponding figures for 1916 were 298,826 admitted; 220,821 between 14 and 44,

47,070 under 14, and 30,935 were 45 years of age or over. Of those admitted who were 14 or over, 35,215 (18,065 males and 17,150 females) could neither read nor write and 295 (135 males and 160 females) could read but not write. In the year 1916, 40,138 of those admitted could neither read nor write and 307 could read but not write, a total of 40,445, against a total of 35,510 for the past year. A more lucid way of presenting this, however, is to say that 16.1 per cent of immigrant aliens 14 years or over admitted in 1916 were illiterate, compared with 14.3 per cent in 1917.

The total amount of money shown by admitted immigrant aliens to the inspection officers was \$21,131,132, or an average of \$72 per person. There is, of course, no way of determining how much of this was money sent the aliens by relatives already located in the United States. Of those admitted, 119,998 showed amounts of less than \$50 each, while 88,598 showed \$50 or over each; so that of 208,596 able to demonstrate the possession of funds, over 57 per cent had less than \$50 each.

It was claimed by 184,777 of the aliens admitted that they had paid their own passage, while it was conceded by 104,864 that their passage had been paid by relatives and by 5,762 that theirs had been paid by persons not related to them. These figures, which understate rather than overstate the facts, show that 37 per cent of the aliens admitted were assisted. In 1916 the percentage was 37 and in 1915 it was 42.

Table VII-A is the counterpart of Table VII. It shows that a total of 66,277 emigrant aliens (48,427 males and 17,850 females) departed during the past year. With respect to 16,300 of these it was not possible to keep a fully detailed record, as they left across the Canadian border. It was shown, however, that 5,085 were less than 14 years old, 50,964 were from 14 to 44, and 10,228 were 45 years of age or over; 33,436 had resided in the United States less than 5 years, 11,419 from 5 to 10 years, 3,098 from 10 to 15 years, 732 from 15 to 20 years, 1,292 over 20 years, and the length of United States residence of 16,300 is unknown. Table VII-B gives the conjugal condition of admitted immigrant aliens.

Tables VIII to X-A furnish various interesting details regarding immigrant and emigrant aliens. Tables XI and XI-A supply data of interest regarding occupations and States to which going, or from which departing, with respect to immigrant and emigrant aliens, while Table XI-B gives States of destination by ports of admission with respect to immigrant aliens. Table XII presents the statistics for the year segregated into different periods. Data of interest regarding nonimmigrant and nonemigrant aliens are supplied in Tables XIII to XIV-A, Tables XV, XV-A, and XVI being devoted to comparisons for past years.

The series composed of Tables XVII, XVII-A, XVII-B, and XVIII deals with aliens refused admission and returned from the ports and aliens apprehended within the country and deported. They also deserve detailed comment.

It will be observed from Table XVII that during the year there were turned back at the ports 16,028 aliens, or about 4.2 per cent of the total number applying for admission. The principal grounds on

which these rejections occurred are shown in the following comparative statement:

Cause of rejection.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917
Idiots.....	20	18	16	12	10	18	14	6	5	9
Imbeciles.....	45	42	40	26	44	54	68	27	17	19
Feeble-minded persons.....	121	121	125	126	110	483	995	302	224	224
Insanity (including epileptics).....	184	167	198	144	133	198	197	128	151	146
Constitutional psychopathic inferiority.....										3
Likely to become a public charge (including paupers and beggars).....	3,741	4,458	15,927	12,048	8,182	7,956	15,784	15,596	10,427	7,893
Afflicted with contagious diseases.....	2,847	2,306	3,033	2,735	1,674	2,457	3,143	1,613	1,050	1,383
Afflicted with tuberculosis.....	59	82	95	111	74	107	114	89	106	119
Physically or mentally defective.....	870	370	312	3,055	2,288	4,208	6,537	955	1,703	1,734
Chronic alcoholism.....										10
Criminals.....	136	273	580	644	592	808	755	276	245	257
Prostitutes and other immoral aliens.....	124	323	316	253	263	367	380	291	439	510
Procurers of prostitutes.....	43	181	179	141	192	253	254	192	307	371
Contract laborers.....	1,932	1,172	1,786	1,336	1,333	1,624	2,793	2,722	2,080	1,116
Unable to read (over 16 years of age).....										391

Table XVII-A compares, by causes of rejection, aliens debarred during the years 1892 to 1917, inclusive, while Table XVII-B deals with a separate phase of rejections arising from the necessity of sometimes refusing to admit residents of contiguous foreign territory who claim to be coming for temporary purposes.

Table XVIII covers aliens expelled from the country, divided into the three general classes "Deportation compulsory within three years," "Deportation compulsory without time limit," and "Public charges within one year after entry, from subsequent causes," and under such general classification into specific causes for deportation. The total number of aliens expelled on departmental warrants was 1,853, compared with 2,781 in 1916. All but 1 of these were aliens of the mandatorily excluded classes, 1 having been deported by own consent. Only 133 aliens were deported who had been in the United States more than three years, of whom 51 were of the sexually immoral classes. Of the remaining 1,719 expelled aliens, 1,253 were members of the excluded classes at the time of entry, 176 had become public charges from causes existing prior to entry, 83 had become prostitutes after entry, 27 were found to be supported by or receiving the proceeds of prostitution, and 180 had entered without inspection. Of the 133 who had been here more than three years, 82 were Chinese laborers, 15 were immoral women, 32 were being supported by the proceeds of prostitution, and 4 were procurers.

Tables XIX and XIX-A show the appeals, applications for admission under bond, applications for hospital treatment, and applications for admission until termination of the war. Appeals from excluding decisions to the number of 5,241 were reviewed by the bureau and submitted to the department for final decision. Of the aliens involved, 1,525 were admitted outright, 883 admitted on bonds, and 2,833 ordered deported by affirming the decision of the board of inquiry. Dissenting board members took 21 appeals from admitting decisions. Of the aliens involved in these, 7 were admitted outright, 3 admitted on bonds, and 11 deported. Direct applications for admission under bond were made in 53 instances, the cases not

being technically appealable, 44 of which applications were granted and 9 denied. There were 184 applications for hospital treatment, of which 140 were granted and 44 were refused. There were 7 applications for admission until the termination of the war, of which 4 were granted and 3 refused. Also, there were 43 applications for transit privilege, of which 35 were granted and 8 were refused.

Table XX shows the number of alien seamen reported by masters of vessels to have deserted in ports of the United States during the year. These figures are far from accurate and therefore do not adequately portray the possibilities for violation of the immigration law arising from the fact that the law does not afford a practicable means of keeping track of aliens who come to our ports as seamen. Even greater difficulty exists regarding Chinese seamen whose desertion and remaining here constitute a violation of both the immigration and the exclusion laws, for the incentive to use the "seamen claim" is greater in their case than in the case of aliens generally. At least 47,600 Chinese seamen entered our ports during the year, and it has been no small undertaking to prevent their remaining.

Table XXI shows 1,138 stowaways were brought to our ports in the past year. Stowaways are now excluded as such by the new immigration law.

Table XXII is one of the most important statements, for it shows the amount of revenue produced for the Government by the immigration law. Of the 362,877 aliens admitted, 177,700 were subject to the \$4 head tax, and 12,785 were admitted after May 1, 1917, who were subject to the \$8 head tax, so that during the year the service collected \$813,080. The conduct of the service has cost about \$2,478,000. Table XXII-A covers refunds of head tax and needs no comment.

In Table XXIII there is furnished a comprehensive statement of passengers departed from the United States during the fiscal year.

Tables XXIV to XXVII were presented in the 1914 report for the first time. They cover aliens who, after being admitted to the insular possessions, have come to the mainland since the act of 1907 took effect. As this subject is discussed in detail in the text and was taken up statistically for the first time in 1914, comment upon the statistics here is not required.

Tables XXVIII and XXVIII-A cover cases of hospital treatment. Its showing may be very briefly commented upon. It will be observed that at New York 111 aliens were treated in hospital, against 128 for the preceding year; at Boston 3, against 3 for the preceding year; at Philadelphia none, against 3 for the preceding year; at New Orleans 2, against 3 for the preceding year; at San Francisco 419, against 393 for the preceding year; at Seattle 426, against 290 for the preceding year; at Honolulu 50, against 29 for the preceding year; and at Canadian border ports none, against 2 for the preceding year.

Tables XXIX, XXIX-A, and XXIX-B show interesting information in regard to arriving aliens certified by surgeons of the Public Health Service as physically or mentally defective.

Table XXIX covers the sex, age, class of defect, and disposition, by diseases or defects, from which it will be seen that 15,551 aliens were certified, which is 4.1 per cent of the total number applying for admission; 519, or 3.3 per cent, of those certified were for mental defects; 2,654, or 17.1 per cent, were for loathsome or dangerous contagious diseases; 8,396, or 54 per cent, were certified for other physical defects which affect aliens' ability to earn a living; and 3,984, or

25.6 per cent for physical defects of less degree. About 37.1 per cent of those certified, 5,772 in number, were 45 years of age and over, although but 12 per cent of the applications for admission were of those ages; 11,106 of those certified, or 71 per cent, were admitted and 4,445, or 29 per cent, were deported.

Table XXIX-A shows that 12 races constitute 84 per cent of the entire number of aliens certified, the numbers of which are as follows: Chinese, 564; English, 1,626; French, 891; Greek, 970; Hebrew, 942; Irish, 930; Italian (south), 2,735; Japanese, 948; Mexican, 1,340; Portuguese, 680; Scandinavian, 733; Scotch, 658; total, 13,017.

Table XXIX-B indicates that in 1,014 cases the defects for which certified affected principally the blood and circulatory system; in 3,721 cases the aliens suffered from diseases or defects chiefly related to the nervous system and organs of special sense; in 2,824 cases conditions for which certified affected principally the internal organs, including genito-urinary system; defects of other organs or members, including organs of motion and the skin and appendages, were certified in 3,391 cases, and in 4,601 the defective conditions affected the system generally.

Tables A to F cover certain special data regarding aliens of Japanese nationality. The Japanese Government issues limited passports to its subjects when emigrating. This brings laborers from that country within the provisions of the law, the President's proclamation, and Rule 11 of the Immigration Regulations, and creates the necessity for presenting certain special statistics in their cases in addition to including them in the general tables kept in pursuance of the provisions of law applicable to all aliens.

To make comparison convenient, the plan followed in previous reports in presenting comment on the statistics regarding Japanese immigration is again adopted here.

Table A shows an increase in the number of Japanese admitted to the continent and the Territory of Hawaii. However, the figures shown by that table should be compared also with those for 1908, the first year the system under the proclamation and Rule 11 of the Immigration Regulations and the understanding with Japan became operative, in which year 9,544 Japanese were admitted to continental United States and 8,694 to Hawaii, with 643 debarred at the ports of the former and 60 at the ports of the latter. In 1911 the corresponding figures were 4,282, 2,159, 46, and 34, while those for 1912 were 5,358, 3,231, 103, and 63, respectively; those for 1913 were 6,771, 4,901, 88, and 180; those for 1914 were 8,462, 4,554, 142, and 131; those for 1915 were 9,029, 3,208, 161, and 49; those for 1916 were 9,100, 3,607, 166, and 43, and those for 1917 were 9,159, 4,129, 141, and 155. Therefore the number of Japanese admitted to the mainland and Hawaii, respectively, in 1917, was about 1 per cent more for continental United States and about 14 per cent more for Hawaii than the number shown for 1916.

Table B furnishes a means of comparing the immigration and emigration of Japanese in 1916 with that of the past year, by months.

Table C gives in some detail the occupations of Japanese who have entered and left the country during the year, divided roughly into professional, skilled, miscellaneous (which includes common laborers), and those having no occupation (including women and children).

The total admitted to the mainland for each of these classes, respectively, is 406, 459, 5,681, and 2,613; to Hawaii, 207, 157, 2,881, and 884.

A comparison of the records of Japanese immigration and emigration kept by the bureau with similar records compiled by the Japanese Government is given in Table D. The variation between this and other tables is partially explained by the fact that this table is compiled from records of embarkation and debarkation, while the others relate to entries and departures recorded at United States ports.

Table E shows that during the past year 9,300 Japanese applied for admission to continental United States, of whom 9,159 were admitted and 141 debarred. Of the total number applying, 9,081 were in possession of proper passports and 219 were not. Of the 9,081 holding proper passports, 9,040 were found on examination to belong to the classes entitled by the understanding to receive passports and the remaining 41 not to fall within such classes. The 9,040 entitled to passports consisted of 4,078 former residents, 3,898 parents, wives, and children of residents, and 1,064 new arrivals, who were non-laborers. The 41 in possession of passports, although apparently not entitled thereto, were found to be laborers and not to be former residents, parents, wives, or children of residents, or settled agriculturists. Of the 9,300 applying for admission, 5,959 were males and 3,341 were females. Of those applying for admission on the claim of relationship, 73 were parents, 1,432 were children, and 2,397 were wives of residents. Of the passports presented, 1,438 gave the holders' occupation as of a nonlaboring character, 263 gave such occupation as laboring, and 7,380 failed to state occupation. This table also furnishes other interesting pertinent details regarding the passports and the aliens presenting them, which it is not necessary to emphasize in the text.

Information similar to the above regarding the Territory of Hawaii is supplied by Table F. During the year 4,284 Japanese applied at Honolulu, 4,129 of whom were admitted and 155 debarred. All but 58 of the 4,284 applicants had passports. Of the 4,226 holding passports, 4,086 were entitled thereto under the definitions set forth in the table and 140 were found upon examination not to fall within such definitions. Of the 4,086 entitled to passports, 1,604 were former residents and 2,482 were parents, wives, or children of residents. The 140 not entitled to passports consisted of 24 laborers and 116 nonlaborers, who were neither former residents nor parents, wives, or children of residents.

Of the total number of Japanese (13,288) shown by Tables E and F to have been admitted to the country during the year, 7,587 were nonlaborers and 5,701 were laborers.

Tables 1 to 8 supply special data regarding aliens of the Chinese race, the collection of which (in addition to data concerning aliens of said race compiled under the general law and included in the regular immigration tables) is made necessary by the fact that there is a special law dealing with aliens of said race.

In Table 1 is presented a comparison of the number of Chinese applying for admission during the years 1912 to 1917, inclusive. In the past year 4,774 Chinese were admitted, as compared with 5,193 in 1916, 5,661 in 1915, 5,773 in 1914, 5,662 in 1913, 5,374 in 1912, and 5,107 in 1911, the admissions for the past year being 8 per cent

less than for the preceding year, 16 per cent less than for 1915, 17 per cent less than for 1914, 16 per cent less than for 1913, 11 per cent less than for 1912, and 7 per cent less than for 1911. In the past year 321 Chinese were debarred as against 437 in the preceding year, 268 in 1915, 410 in 1914, 384 in 1913, 400 in 1912, and 692 in 1911.

In Table 2 will be found a statement of the disposition, preliminary and final, of every application of a Chinese for admission. New applications to the number of 5,219 were made during the year and 228 were pending from the previous year, a total of 5,447. Of these, 4,672 were admitted at the ports, 96 by the department on appeal, and 6 by the courts, a total of 4,774, while 321 were debarred, and 352 remain pending. The recapitulation by ports given at the bottom of Table 2 shows that 3,728 Chinese arrived at San Francisco, 819 at Seattle, 86 at New York, 138 at Vancouver, and 618 at Honolulu, the balance being scattering cases at ports of less importance.

Of the section-6 exempt classes, 458 applied for admission. Of these classes only 17 were debarred. The applicants were composed of 205 merchants, 182 students, 19 teachers, and 52 travelers. There were also 84 officials who applied. It is also shown by Table 2 that 698 domiciled merchants applied for readmission, 18 cases having been pending from the previous year, making a total of 716, of whom 691 were admitted and 18 debarred, while 7 remain pending. Of those claiming to be "minor children of merchants," 583 entered and 117 were debarred. Of "wives of merchants," 134 applications were considered, 111 being admitted and 4 debarred, while of "wives of natives," 141 applications were considered, in 110 of which admission was ordered and in 6 deportation effected.

Table 3 contains a special discussion of what generally has been called the "United States citizen" class, which falls into three general divisions—those of native birth, those born abroad of native-born parents, and foreign-born wives of citizens. Of these "citizens" there were admitted 2,089 (about 43 per cent of all Chinese entering), of whom 1,074 belong to the first, 905 to the second, and 110 to the third. In 1916 the corresponding figures were 1,094, 818, and 108, respectively. The 1,074 belonging to the first division are segregated further into 19 of whose claimed departure from this country there was no record (raw natives), and 1,055 of whose departure there was a record (returning natives). Of the latter, status had been determined previously in 904 and was determined for the first time in 151 cases. Therefore the number of Chinese adjudicated citizens or admitted for the first time on claims of relationship to alleged American citizens was 1,185, compared with 1,065 for the previous year, 1,017 for 1915, 1,065 for 1914, 1,094 for 1913, 673 for 1912, 614 for 1911, and 1,405 for 1910. In this connection it should be noted from Table 6 that of the Chinese arrested and brought before courts or court commissioners during the past year 63 were discharged, practically all on the claim of birth in the United States. The corresponding figures for 1916, 1915, 1914, 1913, 1912, 1911, and 1910 are 162, 168, 122, 117, 108, 156, and 190, respectively. Adding these several sets of figures relating to admissions as United States citizens and wives and children of citizens, it will be observed that the total is 9,204, or an average of 1,150 per year for the eight years compared.

Table 4 shows that during the past year 292 appeals of Chinese were considered by the department, in 196 of which the decisions of the officers at the ports were sustained and in 96 overruled.

Table 5 presents a concise summary of the granting of return certificates to Chinese residents of this country who applied for the privilege of going abroad with the assurance of prompt admission on return. Applications for these certificates to the number of 1,235 were accepted, divided into 37 natives, 705 exempts, and 493 laborers, of which applications the officers at the ports of proposed departure granted 1,142 and denied 93. Of those denied, 14 appealed, 7 of the appeals being sustained and 7 dismissed by the bureau. During the year, therefore, return certificates were refused in 86 cases (of which 3 were natives, 65 exempts, and 18 laborers) and granted in 1,149 cases (34 natives, 640 exempts, and 475 laborers).

Tables 6 and 7 are compiled from statements furnished by United States marshals. During the year 115 Chinese were arrested on judicial warrants, compared with 212 in 1916, 296 in 1915, 225 in 1914, and 191 in 1913. There remained pending from the previous year 166 cases, so that the total number of cases considered was 281. These were disposed of as follows: In 5, the Chinese died or escaped; in 63, the court or commissioner ordered defendants' discharge; in 69, deportation was ordered; and 144 cases remain pending.

In connection with these tables attention should be directed to Table XVIII, from which it will be observed that during the last fiscal year 99 aliens of the Chinese race were arrested and deported under the immigration law without resort to the provisions of the exclusion laws. Incidentally these figures explain why there has been a decrease in arrests of Chinese before United States commissioners from 616 in 1912 to 191 in 1913, 225 in 1914, 296 in 1915, 212 in 1916, and 115 in 1917.

Table 8 furnishes some interesting items of information that can not be furnished conveniently in the same form in the preceding tables.

TABLE I.—Aliens admitted, departed, debarred, and deported, and United States citizens arrived and departed, fiscal years ended June 30, 1916 and 1917.

Port.	Aliens.						Citizens.									
	1916						1917						1916		1917	
	Admitted.		Departed.		De- ported after landing.	De- barred.	Admitted.		Departed.		De- barred.	De- ported after landing.	Arrived.	De- parted.	Arrived.	De- parted.
	Immi- grant aliens.	Non- immi- grant aliens.	Emi- grant aliens.	Non- em- grant aliens.			Immi- grant aliens.	Non- immi- grant aliens.								
New York, N. Y.	141,390	32,721	99,964	69,711	2,342	536	129,446	29,100	37,052	40,006	1,671	219	49,733	50,606	39,958	42,619
Boston, Mass.	12,428	1,129	4,038	2,203	229	92	11,828	528	3	24	100	37	1,243	790	125	53
Philadelphia, Pa.	12,229	34	906	1	47	30	274	42	25	187	8	17	93	26	3	47
Baltimore, Md.	124	52	20	320	20	2	231	25	25	187	8	4	52	3	10	6
Portland, Me.	37	318	307	15	4	4	19	122	54	180	22	5	35	3	10	6
New Bedford, Mass.	657	240	307	330	15	9	952	122	447	137	36	4	209	240	212	119
Providence, R. I.	4,029	218	845	8	26	1	5,070	122	447	137	36	4	209	240	212	119
Newport News, Va.	1,114	201	5	8	34	1	3,72	356	1	1	39	1	39	21	21	96
Norfolk, Va.	101	58	1	17	30	3	576	59	1	1	39	1	39	21	21	96
Savannah, Ga.	15	1	1	3	3	2	17	1	1	1	8	8	1	1	1	1
Miami, Fla.	644	1,136	911	864	20	7	1,123	1,918	796	1,244	14	4	288	309	427	238
Key West, Fla.	1,046	4,200	1,554	5,208	28	2	1,835	5,898	1,672	7,364	27	1	13,794	14,608	14,792	15,384
Other Atlantic ports.	59	105	2	52	2	17	62	22	6	21	9	2	7	265	138	233
Tampa, Fla.	1,671	1,541	2	31	12	1	2,636	1,453	1	28	6	7	1,920	265	2,397	18
Pensacola, Fla.	2	2	5	39	9	1	2,636	1,453	1	28	6	7	1,920	265	2,397	18
Mobile, Ala.	39	30	5	39	6	4	53	48	1	1	14	4	64	27	65	4
New Orleans, La.	1,627	2,317	642	1,976	63	13	2,191	2,778	789	1,943	100	12	7,154	7,280	7,066	6,679
Galveston, Tex.	119	7	1	1	9	12	307	34	1	1	8	2	2	1,448	1,448	5
Other Gulf ports.	17	3	1	1	9	1	32	3	1	1	8	1	2	2	2	2
San Francisco, Cal.	7,955	3,674	2,303	6,931	416	69	7,269	3,245	3,161	5,920	310	39	6,254	5,239	5,032	5,418
Portland, Ore.	47	1	1,100	2,390	83	32	4,955	2,384	762	2,150	77	36	672	1,080	567	810
Seattle, Wash.	3,896	2,147	1,100	2,390	83	32	4,955	2,384	762	2,150	77	36	672	1,080	567	810
Alaska.	3,390	151	11	11	21	2	4,559	1,177	11	11	11	2	851	851	1,332	1,332
Mexican border ports.	16,520	7,528	131	631	5,073	738	15,389	8,214	208	547	4,775	630	701	458	1,021	324
Through Canada:																
Atlantic ports.	597	168	130	57	6	18	290	102	250	85	85	3	203	36	306	58
Pacific ports.	489	1,064	547	745	24	...	865	1,256	909	1,831	24	2	1,066	651	2,665	2,356
Border stations.	100,366	4,903	15,438	14,202	10,229	1,177	104,466	5,154	18,801	12,886	8,286	794	32,440	22,775	43,661	44,531
Honolulu, Hawaii.	3,289	1,374	248	3,033	63	4	3,654	1,656	3,302	3,302	208	7	3,300	1,777	3,996	2,080
Porto Rico.	3,929	2,602	648	2,275	51	4	3,657	2,723	890	2,402	24	7	3,300	4,428	3,910	5,096
Total.	268,826	67,922	129,765	111,042	18,867	2,781	285,408	67,474	66,277	80,102	16,028	1,853	121,930	110,733	127,420	126,011
Philippine Islands.	4,122	7,374	860	9,061	304	218	5,797	6,272	6,807	8,530	155	142	2,865	2,184	6,427	8,263

TABLE II.—*Net increase or decrease of population by arrival and departure of aliens, fiscal years ended June 30, 1916 and 1917, by months.*

Month.	1916						1917					
	Admitted.			Departed.			Admitted.			Departed.		
	Immi- grant aliens.	Nonim- migrant aliens.	Total.	Emi- grant aliens.	Nonem- igrant aliens.	Total.	Immi- grant aliens.	Nonim- migrant aliens.	Total.	Emi- grant aliens.	Nonem- igrant aliens.	Total.
July.....	21,304	5,588	27,097	9,861	6,154	16,015	25,035	5,932	30,967	5,229	7,294	12,723
August.....	21,949	6,464	28,413	29,233	12,444	41,737	29,975	6,372	36,347	7,086	7,248	14,834
September.....	24,513	6,583	31,096	22,156	10,905	33,061	36,398	6,900	43,298	6,177	7,811	13,988
October.....	26,450	6,765	33,215	13,887	12,451	26,338	37,036	7,008	44,062	7,133	8,570	15,722
November.....	24,545	4,752	29,297	14,483	11,522	26,005	34,437	6,139	40,576	7,164	9,171	16,335
December.....	18,901	4,272	23,173	10,974	12,769	23,743	30,902	5,062	35,964	7,005	10,168	17,173
January.....	17,293	4,015	21,308	5,915	8,060	14,005	24,745	5,002	29,747	4,285	5,899	10,184
February.....	24,740	6,504	30,244	4,063	6,789	10,824	19,238	4,453	23,691	3,259	5,887	9,146
March.....	27,586	6,099	33,685	3,485	6,409	9,894	15,512	4,618	20,130	2,318	3,087	5,405
April.....	30,560	6,439	36,999	4,082	6,774	10,856	20,523	5,408	25,929	2,777	4,331	7,108
May.....	31,021	6,904	37,925	5,233	7,984	13,217	10,457	5,535	16,022	5,462	5,247	10,709
June.....	30,764	6,532	37,296	6,361	8,751	15,112	11,085	5,049	16,144	7,462	5,089	12,551
Total.....	238,826	67,922	306,748	129,705	111,042	240,807	285,403	67,474	352,877	66,277	80,102	146,379
												216,498

Turkey in Asia.....	1,070	23	1,683	14	6	20	+	1,073	383	11	404	8	2	10	+	394
Other Asia.....	283	155	437	867	28	886	-	458	1,026	400	1,426	356	117	473	+	953
Total Asia.....	13,204	1,579	14,763	3,977	1,477	5,454	+	9,329	12,756	1,664	14,420	3,161	1,473	4,634	+	9,786
Africa.....	894	133	1,027	93	138	231	+	796	566	137	703	108	180	288	+	415
Australia, Tasmania, and Pacific Islands (not specified)	1,494	1,708	3,192	445	1,513	1,958	+	1,224	1,014	1,581	2,595	383	1,352	1,724	+	861
New Zealand.....	90	228	318	10	95	105	+	213	128	277	405	35	171	206	+	199
British North America.....	101,551	5,717	107,268	15,712	21,981	37,668	+	86,575	105,399	3,982	109,381	18,994	16,986	35,930	+	73,451
Central America.....	1,135	1,674	2,809	495	2,050	2,545	+	284	2,073	1,343	3,416	530	1,614	2,144	+	1,272
Mexico.....	18,425	1,418	19,843	532	2,186	2,728	+	17,115	17,869	2,266	20,135	813	1,951	2,763	+	17,373
South America.....	4,296	1,769	6,065	997	2,509	3,506	+	2,549	6,931	1,964	8,915	933	2,659	3,652	+	6,263
West Indies.....	12,027	9,126	21,153	5,059	13,634	18,663	+	2,460	15,507	10,790	26,297	5,891	16,335	22,226	+	4,071
United States.....	82,915	32,915	32,915	31,843	31,843	31,843	+	1,067	.....	31,127	31,127	.....	21,260	21,260	+	9,867
Other countries.....	31	28	69	36	39	75	-	16	77	155	232	4	22	26	+	206
Grand total.....	208,826	67,922	366,748	129,765	111,042	240,807	+	125,941	295,408	67,474	362,877	96,277	80,102	146,379	+	216,496

TABLE IV.—*Net increase or decrease of population by arrival and departure of aliens, fiscal year ended June 30, 1917, by races or peoples.*

Race or people.	Admitted.			Departed.			Increase (+) or decrease (—).
	Immigrant aliens.	Nonimmigrant aliens.	Total.	Emigrant aliens.	Nonimmigrant aliens.	Total.	
African (black).....	7,971	3,431	11,402	1,497	2,075	3,572	+ 7,830
Armenian.....	1,221	119	1,340	133	28	161	+ 1,179
Bohemian and Moravian (Czech).....	327	52	379	59	36	95	+ 284
Bulgarian, Servian, and Montenegrin.....	1,134	43	1,177	325	148	473	+ 704
Chinese.....	1,843	913	2,756	1,799	2,763	4,562	— 1,806
Croatian and Slavonian.....	305	7	312	24	8	32	+ 280
Cuban.....	3,428	4,951	8,379	2,395	6,832	9,227	— 848
Dalmatian, Bosnian, and Herzegovinian.....	94	4	98	6	2	8	+ 90
Dutch and Flemish.....	5,393	2,096	7,489	742	1,903	2,645	+ 4,844
East Indian.....	69	80	149	136	52	188	+ 69
English.....	32,246	11,286	43,532	6,316	20,642	26,958	+ 16,574
Finnish.....	5,900	477	6,377	1,256	653	1,909	+ 4,468
French.....	24,405	3,057	27,462	2,829	2,845	5,674	+ 21,788
German.....	9,682	1,534	11,216	767	1,363	2,130	+ 9,086
Greek.....	25,919	539	26,458	2,082	730	2,812	+ 23,646
Hebrew.....	17,342	717	18,059	329	535	864	+ 17,195
Irish.....	17,462	2,136	19,598	1,736	2,983	4,719	+ 14,879
Italian (north).....	3,796	622	4,418	3,478	904	4,382	+ 36
Italian (south).....	35,154	1,884	37,038	10,016	2,747	12,763	+ 24,275
Japanese.....	8,925	4,363	13,288	722	8,440	9,162	+ 4,126
Korean.....	194	9	203	45	37	82	+ 121
Lithuanian.....	479	23	502	38	2	40	+ 462
Magyar.....	434	15	449	123	21	144	+ 305
Mexican.....	16,438	9,442	25,880	759	1,938	2,697	+ 23,183
Pacific Islander.....	10	16	26	4	9	13	+ 13
Polish.....	3,109	101	3,210	119	89	208	+ 3,002
Portuguese.....	10,194	410	10,604	1,313	708	2,021	+ 8,583
Roumanian.....	522	46	568	61	26	87	+ 481
Russian.....	3,711	391	4,102	6,393	1,184	7,577	— 3,475
Ruthenian (Russniak).....	1,211	13	1,224	21	12	33	+ 1,191
Scandinavian (Norwegians, Danes, and Swedes).....	19,596	6,547	26,143	4,550	8,581	13,131	+ 13,012
Scotch.....	13,350	2,779	16,129	1,618	3,176	4,794	+ 11,335
Slovak.....	244	11	255	34	10	44	+ 211
Spanish.....	15,019	4,761	19,780	3,524	4,000	7,524	+ 12,256
Spanish American.....	2,587	2,046	4,633	612	2,341	2,953	+ 1,680
Syrian.....	976	392	1,368	110	324	434	+ 934
Turkish.....	454	55	509	54	68	122	+ 387
Welsh.....	793	242	1,035	130	191	321	+ 714
West Indian (except Cuban).....	1,369	1,731	3,100	520	1,524	2,044	+ 1,056
Other peoples.....	2,097	163	2,260	504	172	676	+ 1,584
Not specified ¹				9,098		9,098	— 9,098
Total.....	295,403	67,474	362,877	66,277	80,102	146,379	+ 216,498
Admitted in and departed from Philippine Islands.....	5,797	6,272	12,069	807	8,530	9,337	+ 2,732

¹ Departed via Canadian border. Reported by Canadian Government as Canadians.

TABLE V.—*Intended future permanent residence of aliens admitted and last permanent residence of aliens departed, fiscal year ended June 30, 1917, by States and Territories.*¹

State or Territory.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonemigrant aliens.
Alabama.....	290	34	46	21
Alaska.....	580	134	52	46
Arizona.....	5,433	2,156	340	54
Arkansas.....	90	3	6	3
California.....	16,354	2,812	4,208	4,071
Colorado.....	977	121	198	153
Connecticut.....	7,389	296	1,499	235
Delaware.....	194	13	58	3
District of Columbia.....	772	63	229	20
Florida.....	4,369	2,132	2,388	338
Georgia.....	192	33	23	10
Hawaii.....	3,607	1,161	405	2,820
Idaho.....	1,016	106	149	129
Illinois.....	10,690	825	2,182	922
Indiana.....	1,195	52	129	34
Iowa.....	1,335	97	312	204
Kansas.....	630	74	67	16
Kentucky.....	105	5	14	9
Louisiana.....	1,270	223	342	53
Maine.....	8,878	183	225	28
Maryland.....	911	116	158	42
Massachusetts.....	29,606	1,432	3,697	1,457
Michigan.....	26,407	673	1,170	268
Minnesota.....	6,412	522	748	582
Mississippi.....	71	9	11	5
Missouri.....	1,320	82	199	48
Montana.....	4,690	480	194	246
Nebraska.....	619	57	120	71
Nevada.....	381	21	129	43
New Hampshire.....	4,302	49	267	30
New Jersey.....	8,554	619	1,399	550
New Mexico.....	912	218	32	4
New York.....	84,639	7,037	20,377	4,186
North Carolina.....	132	13	12	8
North Dakota.....	1,848	212	165	189
Ohio.....	6,908	301	1,153	224
Oklahoma.....	252	31	23	2
Oregon.....	1,878	272	187	358
Pennsylvania.....	14,603	630	3,318	774
Philippine Islands.....	20	9	15	2
Porto Rico.....	630	548	875	60
Rhode Island.....	4,486	165	655	116
South Carolina.....	67	8	8	.....
South Dakota.....	426	41	76	67
Tennessee.....	175	13	13	5
Texas.....	9,088	5,243	222	32
Utah.....	965	107	161	161
Vermont.....	2,193	26	204	37
Virginia.....	1,396	147	125	19
Virgin Islands.....	3	5	1	.....
Washington.....	11,842	976	768	1,478
West Virginia.....	1,695	37	241	28
Wisconsin.....	2,297	136	329	166
Wyoming.....	309	47	53	49
Outside United States.....	.....	36,669	.....	59,626
Unknown ².....	.....	.....	16,300	.....
Total.....	295,403	67,474	66,277	80,102

¹ For permanent residences of aliens arriving in and departing from the Philippine Islands see Tables IX, IX-A, XIV, and XIV-A.² Left United States via Canadian border. Figures reported by Canadian Government.

TABLE VI.—Occupations of aliens admitted and departed, fiscal year ended June 30, 1917.¹

Occupation.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonemigrant aliens.
PROFESSIONAL.				
Actors.....	576	626	154	631
Architects.....	157	81	22	111
Clergy.....	716	534	192	605
Editors.....	116	84	32	131
Electricians.....	526	111	59	99
Engineers (professional).....	1,253	1,163	270	1,200
Lawyers.....	252	469	46	549
Literary and scientific persons.....	214	195	53	175
Musicians.....	449	189	89	190
Officials (Government).....	528	689	251	763
Physicians.....	326	562	112	660
Sculptors and artists.....	301	113	62	130
Teachers.....	1,553	577	243	540
Other professional.....	1,426	766	345	825
Total.....	8,403	6,159	1,930	6,609
SKILLED.				
Bakers.....	777	142	68	90
Barbers and hairdressers.....	817	153	108	111
Blacksmiths.....	771	92	59	97
Bookbinders.....	53	6	3	6
Brewers.....	15	4	3	7
Butchers.....	514	64	44	55
Cabinetmakers.....	143	22	21	25
Carpenters and joiners.....	4,283	724	501	882
Cigarette makers.....	12	2	2	2
Cigar makers.....	750	649	687	959
Cigar packers.....	56	19	2	5
Clerks and accountants.....	9,212	2,499	924	2,554
Dressmakers.....	2,031	287	159	224
Engineers (locomotive, marine, and stationary).....	979	770	150	518
Furriers and fur workers.....	145	12	6	11
Gardeners.....	353	221	73	192
Hat and cap makers.....	121	10	15	13
Iron and steel workers.....	817	95	69	120
Jewelers.....	152	50	22	49
Locksmiths.....	44	1	2	3
Machinists.....	2,272	354	412	352
Mariners.....	5,229	2,707	466	1,575
Masons.....	1,204	143	87	127
Mechanics (not specified).....	832	324	3,356	290
Metal workers (other than iron, steel, and tin).....	289	38	26	31
Millers.....	69	12	7	18
Milliners.....	346	69	23	62
Miners.....	2,678	553	1,049	409
Painters and glaziers.....	839	157	123	170
Pattern makers.....	36	8	4	13
Photographers.....	150	55	16	45
Plasterers.....	178	31	10	40
Plumbers.....	336	49	21	42
Printers.....	402	94	48	82
Saddlers and harness makers.....	79	16	3	11
Seamstresses.....	2,512	182	74	104
Shoemakers.....	1,173	93	119	97
Stokers.....	1,438	503	162	178
Stonecutters.....	249	18	45	41
Tailors.....	2,591	244	194	207
Tanners and curriers.....	54	5	6	6
Textile workers (not specified).....	192	29	149	164
Timers.....	169	21	7	13
Tobacco workers.....	26	16	4	10
Upholsterers.....	65	1	5	3
Watch and clock makers.....	88	8	19	12
Weavers and spinners.....	648	81	85	91
Wheelwrights.....	19	1	4	1
Woodworkers (not specified).....	147	11	6	14
Other skilled.....	2,427	816	326	645
Total.....	48,781	12,451	9,774	10,776

¹ For occupations of aliens arriving in and departing from Philippine Islands see Tables X and X-A.

TABLE VI.—Occupations of aliens admitted and departed, fiscal year ended June 30, 1917—Continued.

Occupation.	Admitted.		Departed.	
	Immigrant aliens.	Nonimmigrant aliens.	Emigrant aliens.	Nonemigrant aliens.
MISCELLANEOUS.				
Agents.....	1,342	1,038	357	1,172
Bankers.....	183	292	54	468
Draymen, hackmen, and teamsters.....	399	46	37	60
Farm laborers.....	22,323	2,943	1,869	1,719
Farmers.....	7,764	2,464	2,801	4,662
Fishermen.....	714	226	116	290
Hotel keepers.....	298	197	85	212
Laborers.....	51,115	5,343	24,801	7,854
Manufacturers.....	238	261	40	352
Merchants and dealers.....	6,568	7,609	3,053	10,438
Servants.....	31,885	3,970	4,005	4,451
Other miscellaneous.....	10,967	3,759	1,478	4,064
Total.....	133,801	28,148	38,649	35,742
No occupation (including women and children).....	104,418	20,716	15,924	26,975
Grand total.....	295,403	67,474	66,277	80,102

TABLE VII.—*Sex, age, literacy, financial condition, etc., of immigrant*

Race or people.	Number admitted.	Sex.		Age.				Literacy, 14 years and over.					
		Male.	Female.	Under 14 years.	14 to 44 years.	45 years and over.		Can read but can not write.		Can neither read nor write.		Total.	
								Male.	Female.	Male.	Female.		
African (black).....	7,971	4,192	3,779	662	7,019	290	2	3	438	237		680	
Armenian.....	1,221	1,017	204	85	1,074	62	1	1	131	22		155	
Bohemian and Moravian (Czech).....	327	171	156	86	200	41			1	1		2	
Bulgarian, Servian, and Montenegrin.....	1,134	1,050	84	58	1,025	51	1		150	23		174	
Chinese.....	1,843	1,553	290	135	1,481	227			6	129		135	
Croatian and Slovenian.....	305	220	85	45	227	33			17	7		24	
Cuban.....	3,428	2,321	1,107	548	2,521	359			15	11		26	
Dalmatian, Bosnian, and Herzegovinian.....	94	88	6	1	91	2			7			7	
Dutch and Flemish.....	5,383	3,323	2,070	1,050	3,726	617	2	4	34	20		60	
East Indian.....	69	64	5	3	64	2			3			3	
English.....	32,246	15,981	16,265	5,185	21,127	5,934	5	7	58	56		128	
Finnish.....	5,900	3,657	2,243	804	4,866	230	1		16	3		20	
French.....	24,405	15,634	8,771	4,070	17,188	3,147	61	24	1,858	292		2,235	
German.....	9,682	5,529	4,153	1,821	6,475	1,386	5	6	36	50		97	
Greek.....	25,919	21,124	4,795	1,624	22,460	1,835	2		2,773	1,941		4,716	
Hebrew.....	17,342	8,982	8,360	4,911	10,991	1,440	5	15	203	852		1,075	
Irish.....	17,462	7,679	9,783	2,001	12,908	2,493	3	6	77	42		128	
Italian (north).....	3,796	2,253	1,543	621	2,839	336			1	79		58	
Italian (south).....	35,154	17,838	17,316	8,154	21,842	5,158	9	3	4,914	6,413		11,339	
Japanese.....	8,925	4,162	4,763	716	7,663	546			136	455		591	
Korean.....	194	75	119	14	177	3			1	32		33	
Lithuanian.....	479	329	150	92	364	23		4	20	20		44	
Magyar.....	434	299	225	139	252	43		1	6	9		16	
Mexican.....	16,438	8,046	8,392	5,119	9,630	1,689	15	50	1,735	2,679		4,479	
Pacific Islander.....	10	4	6	4	6								
Polish.....	3,109	1,856	1,253	674	2,276	159	3	16	228	157		404	
Portuguese.....	10,194	4,878	5,316	2,172	6,738	1,284	2		1,485	3,095		4,582	
Roumanian.....	522	398	124	70	406	46			62	29		91	
Russian.....	3,711	2,758	953	506	2,992	213	3	1	343	141		488	
Ruthenian (Russniak).....	1,211	925	286	247	878	86	3	3	171	55		232	
Scandinavian (Norwegians, Danes, and Swedes).....	19,596	12,121	7,475	2,159	15,799	1,638	1	4	15	7		27	
Scotch.....	13,350	6,603	6,747	1,957	8,968	2,425		2	21	19		42	
Slovak.....	244	134	110	93	138	13			7	2		9	
Spanish.....	15,019	13,317	1,702	716	13,470	833	9	7	1,903	146		2,155	
Spanish American.....	2,587	1,906	681	301	2,117	169			6	6		12	
Syrian.....	976	690	286	220	683	73	1	2	113	66		182	
Turkish.....	454	434	20	11	411	32	1		210	4		215	
Welsh.....	793	454	339	109	542	142			2			2	
West Indian (except Cuban).....	1,369	722	647	174	1,059	136			8	2		10	
Other peoples.....	2,097	1,772	325	110	1,863	124			687	69		756	
Total.....	295,403	174,479	120,924	47,467	214,616	33,320	135	160	18,065	17,150		35,510	
Admitted in Philippine Islands.....	5,797	5,286	561	1,243	4,374	180						1,387	

aliens admitted, fiscal year ended June 30, 1917, by races or peoples.

Money.			By whom passage was paid.			Going to join—		
Aliens bringing—		Total amount of money shown.	Self.	Relative.	Other than self or relative.	Relative.	Friend.	Neither relative nor friend.
\$50 or over.	Less than \$50.							
1,717	4,595	\$234,358	5,616	1,955	400	5,566	1,116	1,289
313	647	73,903	1,010	202	9	692	375	154
115	73	27,535	164	158	5	209	70	48
519	504	108,845	1,015	100	19	546	322	266
501	1,030	122,031	866	862	115	1,007	458	378
143	68	38,791	209	82	14	129	53	123
1,846	559	191,428	2,283	1,116	29	1,397	606	1,425
38	44	10,030	48	5	41	28	36	30
2,488	964	730,146	3,200	2,053	140	3,069	1,128	1,196
55	8	6,218	63	6	6	13	25	31
13,820	9,083	3,949,597	20,366	10,906	974	18,582	4,716	8,948
1,831	2,505	340,587	4,465	1,352	83	3,129	1,461	1,310
6,282	10,243	1,667,825	15,620	8,196	589	13,607	2,282	8,516
4,016	2,514	1,331,442	5,864	3,357	461	5,636	1,708	2,338
3,727	18,156	957,486	21,815	4,000	104	19,674	5,414	831
5,229	4,787	1,320,157	8,289	8,948	105	14,297	1,564	1,481
5,562	7,643	1,581,718	11,385	5,798	279	11,964	1,917	3,581
1,642	1,324	335,376	2,569	1,155	72	2,297	390	1,109
4,467	17,095	985,299	20,669	14,402	83	31,990	1,400	1,764
4,639	2,859	375,459	1,970	6,856	99	6,971	1,165	789
43	30	4,199	48	140	6	141	51	2
206	100	51,654	304	167	8	339	77	63
144	89	51,551	219	210	5	294	63	77
2,473	3,872	586,031	5,943	10,070	425	9,360	1,078	6,000
4	1	392	2	5	3	1	3	6
799	1,141	173,024	1,914	1,156	39	2,032	445	632
864	6,479	205,857	3,829	6,323	42	8,758	1,017	419
217	153	41,905	377	137	8	275	113	134
1,772	1,101	359,919	2,664	909	138	1,499	649	1,563
436	452	102,810	817	390	4	430	196	585
7,684	7,874	2,086,297	13,729	5,150	717	11,617	4,160	3,819
5,239	3,987	1,409,743	8,932	4,191	227	7,731	2,088	3,531
86	50	19,247	109	131	4	189	27	28
5,633	7,357	836,968	12,541	2,256	222	5,457	5,730	3,832
1,890	237	282,564	1,656	746	185	614	813	1,160
439	209	229,331	582	390	4	538	174	264
77	372	28,381	428	23	3	198	226	30
399	199	103,323	523	243	27	461	124	208
812	319	84,845	945	397	27	743	270	356
429	1,305	84,860	1,729	321	47	1,377	549	171
88,598	119,998	21,131,132	184,777	104,864	5,762	192,857	44,059	58,487

TABLE VII-A.—Sex, age, and length of residence in United States of emigrant aliens departed, fiscal year ended June 30, 1917, by races or peoples.

Race or people.	Sex.		Age.			Continuous residence in the United States.					Un- known. ¹
	Male.	Female.	Under 14 years.	14 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.	
Number departed.											
African (black).....	1,497	532	119	1,241	137	1,116	267	77	28	6	3
Armenian.....	133	126	2	121	10	90	28	7	6	.....	2
Bosnian and Moravian (Czech).....	69	52	2	61	6	13	13	2	.....	1	37
Bulgarian, Serbian, and Montenegrin.....	325	812	6	307	12	103	121	19	.....	.....	8
Chinese.....	1,735	611	19	611	1,169	380	407	119	112	781	.....
Croatian and Slovenian.....	24	18	1	23	.....	5	.....	.....	.....	.....	19
Cuban.....	2,365	770	252	1,950	193	1,862	419	61	35	10	8
Dalmatian, Bosnian, and Herzegovinian.....	6	3	.....	5	.....	3	.....	1	.....	.....	.....
Dutch and Flemish.....	742	201	62	611	69	307	71	17	6	4	337
East Indian.....	136	135	.....	106	30	31	90	.....	.....	.....	.....
English.....	6,316	2,822	705	4,551	1,060	3,431	740	235	64	116	1,720
French.....	1,256	3,494	41	1,132	83	3,395	118	29	5	.....	2
German.....	2,829	1,587	340	1,933	556	1,889	603	128	38	53	1,113
Greek.....	767	1,440	86	1,585	126	1,552	127	27	7	17	37
Hebrew.....	2,082	1,982	100	1,656	406	1,275	594	88	8	.....	109
Hungarian.....	329	228	101	267	29	231	81	10	4	.....	.....
Irish.....	1,796	815	33	1,450	209	757	375	116	29	59	400
Italian (north).....	3,478	421	85	2,856	537	1,062	711	93	26	170	.....
Italian (south).....	10,016	1,197	286	7,110	2,620	6,701	2,335	506	89	44	841
Japanese.....	722	581	23	561	138	303	223	110	61	23	3
Korean.....	45	41	2	36	7	9	.....	34	1	.....	.....
Lithuanian.....	38	32	2	31	5	21	14	3	.....	.....	.....
Magyar.....	123	46	10	93	20	87	24	7	8	.....	5
Mexican.....	769	511	93	588	78	645	98	.....	.....	1	.....
Pacific Islander.....	4	4	2	2	.....	.....	.....	.....	.....	.....	.....
Polish.....	119	82	6	101	12	59	38	5	.....	1	16
Portuguese.....	1,313	946	64	1,002	247	974	248	65	13	13	.....
Romanian.....	61	44	11	50	1	18	18	.....	.....	.....	37
Russian.....	6,382	5,716	337	5,281	775	4,532	745	98	11	6	1,000
Ruthenian (Rusniak).....	21	10	1	18	2	9	.....	.....	.....	.....	9
Scandinavian (Norwegian, Danish, and Swedish).....	4,550	3,182	168	3,942	440	2,075	973	284	34	51	1,133
Scandinavian (Norwegian, Danish, and Swedish).....	1,618	3,376	179	1,229	210	663	212	43	10	27	663
Slovak.....	.....	17	.....	27	6	21	11	.....	.....	.....	.....
Spanish.....	3,524	434	179	2,996	349	2,449	762	185	15	27	66
Spanish American.....	612	367	71	474	67	320	14	14	15	3	.....
Swedish.....	110	8	12	90	8	62	27	12	1	.....	8
Swedish.....	6	25	2	50	2	44	.....	.....	.....	.....	.....
Welsh.....	180	78	10	99	21	75	11	8	.....	2	34
West Indian (except Cuban).....	520	292	54	415	51	315	97	24	6	7	71

Other peoples.....	504	482	22	6	468	30	342	89	4	1	68
Not specified.....	9,098	4,987	4,111	1,746	6,846	506					9,098
Total.....	66,277	48,427	17,850	5,085	60,964	10,228	33,436	11,419	3,098	732	16,300
Departed from Philippine Islands.....	807	604	203	84	606	117					

1 Departed via Canadian border; reported by Canadian Government; those listed under head of race or people as not specified reported by Canadian Government as Canadians.

TABLE VII-B.—*Conjugal condition of immigrant aliens*

[Abbreviations: S., single; M., married;

Race or people.	Males.										
	Un- der 14 years. ¹	14 to 44 years.					45 years and over.				
		S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.
African (black).....	294	2,882	872	26	....	3,780	16	98	4	....	118
Armenian.....	50	613	300	8	....	921	3	42	1	....	46
Bohemian and Moravian (Czech).....	36	73	39	....	....	112	4	12	7	....	23
Bulgarian, Servian, and Montenegroin.....	31	569	397	7	....	973	8	38	....	....	46
Chinese.....	112	639	587	3	....	1,229	1	221	....	....	222
Croatian and Slovenian.....	23	92	76	1	....	169	....	28	....	....	28
Cuban.....	282	1,376	422	21	....	1,819	25	164	31	....	220
Dalmatian, Bosnian, and Herzegovinian.....	1	61	24	....	....	85	....	2	....	....	2
Dutch and Flemish.....	530	1,617	883	13	3	2,416	69	269	38	1	377
East Indian.....	1	42	18	....	....	61	....	1	....	....	2
English.....	2,585	6,074	4,171	131	7	10,383	457	2,118	434	4	3,013
Finnish.....	363	2,309	815	19	....	3,143	35	108	7	1	151
French.....	2,071	7,974	3,485	130	1	11,590	236	1,432	302	3	1,973
German.....	863	2,518	1,295	35	1	3,849	115	542	130	....	787
Greek.....	926	11,708	6,927	43	....	18,678	84	1,390	44	....	1,518
Hebrew.....	2,556	3,530	2,185	24	2	5,741	21	615	47	2	685
Irish.....	1,002	3,779	1,500	58	3	5,340	312	826	195	4	1,337
Italian (north).....	315	1,106	595	18	....	1,719	33	163	23	....	219
Italian (south).....	4,172	4,172	5,896	49	....	10,117	101	3,328	120	....	3,549
Japanese.....	491	1,929	1,330	5	3	3,267	8	382	12	2	404
Korean.....	7	57	9	....	....	66	....	2	....	....	2
Lithuanian.....	51	181	79	3	....	263	5	7	3	....	15
Magyar.....	53	66	65	1	....	132	1	21	2	....	24
Mexican.....	2,630	2,673	1,936	73	....	4,682	36	577	121	....	734
Pacific Islander.....	1	3	....	....	....	3	....	....	....	....	....
Polish.....	323	824	589	16	....	1,429	6	90	8	....	104
Portuguese.....	1,213	1,886	936	12	2	2,786	39	792	45	3	879
Romanian.....	29	205	126	2	....	333	4	31	1	....	36
Russian.....	250	1,339	991	16	....	2,346	17	139	6	....	162
Ruthenian (Russniak).....	136	316	398	6	....	720	1	62	6	....	69
Scandinavian (Norwegians, Danes, and Swedes).....	1,088	8,490	1,576	50	4	10,120	277	547	89	....	913
Scotch.....	977	2,802	1,555	43	1	4,401	248	780	192	5	1,225
Slovak.....	56	36	32	2	....	70	2	6	....	....	8
Spanish.....	378	7,474	4,691	69	1	12,235	92	566	46	....	704
Spanish American.....	153	1,331	304	8	1	1,644	16	86	7	....	109
Syrian.....	111	328	190	10	....	528	7	41	3	....	51
Turkish.....	7	247	149	1	....	397	4	26	....	....	30
Welsh.....	61	181	124	5	....	310	18	55	10	....	83
West Indian (except Cuban).....	89	403	158	8	....	569	6	52	6	....	64
Other peoples.....	57	1,051	566	6	....	1,623	4	83	5	....	92
Total.....	24,404	82,806	46,291	923	29	130,049	2,312	15,742	1,945	25	20,024

¹ None divorced; 60 married, as follows: Bohemian, Chinese, Cuban, Japanese, and Portuguese, 1 each; German, Hebrew, Italian (north), Mexican, and Spanish American, 2 each; Greek and Russian, 3 each; English and Spanish, 4 each; Irish, 5; French, Italian (south), and Scotch, 6 each; Scandinavian, 8; 2 widowed, as follows: Bohemian and Greek, 1 each.

admitted, fiscal year ended June 30, 1917, by races or peoples.

W., widowed; D., divorced.]

Un- der 14 years. ¹	Females.										Single females.			
	14 to 44 years.					45 years and over.					14 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.
	S.	M.	W.	D.	Total.	S.	M.	W.	D.	Total.				
368	2,378	745	116	-----	3,239	38	61	73	-----	172	1,058	1,001	258	61
35	48	98	7	-----	153	-----	5	11	-----	16	29	18	-----	1
50	36	50	2	-----	88	-----	13	5	-----	18	17	13	6	-----
27	8	41	3	-----	52	1	3	1	-----	5	6	1	1	-----
23	27	224	1	-----	252	-----	3	2	-----	5	22	4	1	-----
22	17	38	3	-----	58	-----	5	-----	-----	5	6	7	3	1
266	288	377	37	-----	702	14	59	66	-----	139	138	111	30	9
-----	4	2	-----	-----	6	-----	-----	-----	-----	-----	-----	3	1	-----
520	535	745	23	7	1,310	22	141	74	3	240	215	229	64	27
2	2	1	-----	-----	3	-----	-----	-----	-----	-----	1	1	-----	-----
2,600	5,564	4,833	333	14	10,744	378	1,397	1,140	6	2,921	2,165	2,125	858	416
441	1,144	563	15	1	1,723	14	45	17	-----	79	1,066	357	100	21
1,999	2,903	2,517	174	4	5,598	120	634	410	1	1,174	1,584	894	281	144
928	1,585	1,316	42	3	2,626	64	328	206	-----	599	565	545	183	61
668	2,280	1,374	128	-----	3,782	3	132	182	-----	317	1,417	783	69	11
2,355	2,330	2,817	90	13	5,250	9	484	258	4	755	1,612	644	61	13
999	5,858	1,634	133	3	7,628	185	483	486	2	1,156	2,963	2,076	589	230
306	702	1,383	35	-----	1,120	14	57	46	-----	117	355	289	52	6
3,982	7,605	3,748	370	2	11,725	70	996	543	-----	1,609	4,911	2,312	306	76
225	396	3,979	21	-----	4,396	1	114	27	-----	142	344	40	11	1
7	12	99	-----	-----	111	-----	1	-----	-----	-----	9	2	-----	-----
41	24	74	3	-----	101	-----	5	3	-----	8	12	10	2	-----
88	23	95	2	-----	120	3	13	3	-----	19	12	7	3	-----
2,489	1,817	2,651	479	1	4,948	49	312	594	-----	955	1,212	438	124	43
3	1	2	-----	-----	3	-----	-----	-----	-----	-----	1	-----	-----	-----
351	348	488	11	-----	847	2	30	23	-----	55	234	93	17	4
959	2,665	1,151	131	5	3,952	39	193	171	2	405	1,696	758	167	44
41	26	46	1	-----	73	-----	2	8	-----	10	18	5	2	1
256	172	463	10	1	646	-----	39	12	-----	51	89	69	12	2
111	30	123	5	-----	158	-----	12	5	-----	17	24	5	1	-----
1,071	4,148	1,450	70	11	5,679	118	360	245	2	725	1,989	1,478	501	180
980	2,750	1,685	130	2	4,567	201	504	493	2	1,200	927	1,182	468	173
37	13	55	-----	-----	68	-----	-----	5	-----	5	3	9	1	-----
338	560	646	29	-----	1,235	22	58	49	-----	129	269	212	55	24
148	246	202	25	-----	473	4	30	26	-----	60	108	90	39	9
109	32	114	9	-----	155	1	13	8	-----	22	20	12	-----	-----
4	3	11	-----	-----	14	-----	1	1	-----	2	2	1	-----	-----
48	125	102	4	1	232	9	24	25	1	59	42	47	22	14
85	329	145	16	-----	490	16	36	20	-----	72	140	136	40	13
53	90	137	13	-----	240	-----	21	11	-----	32	62	23	4	1
23,063	46,904	35,124	2,471	68	84,567	1,406	6,617	5,249	24	13,296	24,943	16,031	4,343	1,687

¹ None divorced; 42 married, as follows: Bohemian, Dutch, French, Polish, Slovak, and Spanish, 1 each; Italian (south) and Mexican, 2 each; German, Irish, Russian, and Scotch, 3 each; Hebrew, Japanese, and Scandinavian, 4 each; English, 8; and 1 Italian (south) widowed.

TABLE VIII.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by countries of last permanent residence and races or peoples.

Country of last permanent residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Servian, and Montenegrin.	Chinese.	Croatian, and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.
Austria.			98	17		63		15	1				
Hungary.			2			11			334		1		18
Belgium.		1		131					2				
Bulgaria, Servia, and Montenegro.									3			7	1
Denmark.	23	28	5	22	1	4	4		87	1	112	18	1,785
France, Inc. Corsica.			5			5			6		6	1	9
German Empire.				272		1			3		27	1	10
Greece.		14		7		3			2,087	1	1	1	13
Italy, Inc. Sicily and Sardinia.	1	2				1			1		1	1	1
Netherlands.	1	1							5		2	30	
Norway.	940	3							1				2
Portugal, Inc. Cape Verde and Azore Is.								1	4				1
Roumania.	2	103	1						2				2
Russian Empire.	8		4	5			11		7	1	23	3,745	16
Spain, Inc. Canary and Balearic Is.						1			2		26	65	25
Sweden.		3	3		1	1			4		8		21
Switzerland.		12		3									
Turkey in Europe.		14	7	16	17	3	2		311	7	5,393	29	130
United Kingdom.	24	23		3					11			1	
Other Europe.													
Total Europe.	1,000	204	125	476	19	93	17	16	2,854	10	5,623	3,898	2,223
China.													
Japan.		1	1	9	1,762			42	6	4	82		8
India.				1	2					4	32		4
Turkey in Asia.		1							2	22	44		1
Other Asia.		83		1					1	1			
Total Asia.		329			1				52		25		
Africa.		414	2	11	1,766			42	61	31	183		13
Australia, Tasmania, and New Zealand.	22	71		1		6			29	1	111	1	7
Pacific Islands (not specified).			5	2	3				6			11	
British North America.									30		23		23
Central America.	409	228	160	404	16	165	1	32	2,231	9	24,857	1,978	21,723
Mexico.	622		8	3	2	1	12		2		112	3	43
South America.	14	1	7		11	1	30	1	17	1	132	1	123
West Indies.	135	302	19	236	9	34	4	3	65	4	217	8	108
Other countries.	5,769	1	1	1	17	6	3,364		104	9	439		118
Grand total.	7,971	1,221	327	1,134	1,843	305	3,428	94	5,393	69	32,246	5,900	24,405
Admitted in Philippine Islands.					3,066				19	72	179		16

Country of last permanent residence.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.
Austria.....	141		99		36	3				5			356	
Hungary.....	101		22		1					123			2	
Belgium.....	10	14	7	1										
Bulgaria, Servia, and Montenegro.....	13													
Denmark.....	35	177	202		4								171	
France, inc. Corsica.....	35	275	275	16	60	34	1		5	1	10	1	16	12
German Empire.....	1,698	22,076	875		4				1				14	
Greece.....	2					9								
Italy, inc. Sicily and Sardinia.....	13	22,076	172	5	1,853	31,615	2			1	3			2
Netherlands.....	18	848	172		1,853									
Norway.....	6	1	16	2	2					1	1		1	
Portugal, inc. Cape Verde and Azores.....		2	3											
Roumania.....	11	11	21											8,952
Russian Empire.....	1													
Spain, inc. Canary and Balearic Is.....	39	11	6,801	3		2	3		73		1		360	1
Sweden.....	29	46	25	2	3	4					13		8	35
Switzerland.....	4		52											1
Switzerland.....	597	2	13		50					1				
Turkey in Europe.....		111	12		1									
United Kingdom.....	227	299	1,483	5,751	32	26	10		41	5	13		18	17
Other Europe.....	1	723	7		109									
Total Europe.....	2,935	24,287	10,271	5,780	2,049	31,802	16		121	136	42	1	954	9,021
China.....	86	2	56	4	16	4	6	38		14			5	9
Japan.....	37		12				8,846	30						
India.....		2	9	4								1		
Turkey in Asia.....		205	82			1								
Other Asia.....	3	3	18	2				123					7	
Total Asia.....	126	212	177	10	16	5	8,852	191		14		1	12	9
Africa.....	6	71	113	14	3	22								1
Australia, Tasmania, and New Zealand.....	67	42	26	87	12	13	1		2		1	2	4	
Pacific Islands (not specified).....	6	1	4		1							6		
British North America.....	5,917	663	6,347	11,504	1,413	2,885	46		344	275	10	2	2,058	26
Central America.....	117	49	20	6	29	20				1	15		1	
Mexico.....	204	11	41	11	68	31		3		1	16,246		1	1
South America.....	216	579	271	20	182	349	3			1	8		76	1,008
West Indies.....	86	22	71	26	23	27			11	1			5	
Other countries.....	2		1	1							114			127
Grand total.....	9,682	25,919	17,842	17,462	3,796	35,154	8,925	194	479	434	16,438	10	3,109	10,194
Admitted in Philippines Islands.....	4		1		2		2,167			24				24

TABLE VIII.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by countries of last permanent residence and races or peoples—Continued.

Country of last permanent residence.	Roumanian.	Russian.	Ruthenian (Russock).	Scandinavian.	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	Total.
Austria.....	1	8	29	1	1	7	2	2					1	857
Hungary.....	8	1	8	4		103		1						401
Belgium.....				1			1	8		6	2	1		308
Bulgaria, Servia, and Montenegro.....				2,330		1	1	1					1	151
Denmark.....	6	27	3	10	14	5	226	27	16	4	1	3		2,744
France, Inc. Corsica.....		2	3	2	1	1	2	2					26	3,187
German Empire.....	36			8	1		6	9	4	304			437	23,974
Italy, Inc. Sicily and Sardinia.....		3		2	2		4						1	34,596
Netherlands.....		16		9	3		4	1					3	2,235
Norway.....		4		4,567			50	3					1	4,689
Portugal, Inc. Cape Verde and Azore Is.....	1			1			1		3				1	9,975
Romania.....	24			1									1	68
Russian Empire.....	13	1,006	7	455		1	5	3				40		12,716
Spain, Inc. Canary and Balearic Is.....		8	1	31	3		9,774	32		1		3	127	10,232
Switzerland.....		7		6,222		1								6,368
Sweden.....				5			3	1						9,911
Turkey in Europe.....	5	92		186	1,663		50	25	11	12	187	8	4	16,141
United Kingdom.....	47			1			2	2	2	37			496	1,463
Other Europe.....														
Total Europe.....	141	1,179	51	13,933	1,717	119	10,129	111	36	370	190	15	1,139	133,083
China.....														2,237
Japan.....	1	12	2	24	25	7	5	1	1	1			3	5,991
India.....		6		9	4		1						2	8,109
Turkey in Asia.....				3	14					5	10		4	393
Other Asia.....		3		1	11				21				427	1,026
Total Asia.....	1	21	2	37	54	7	6	1	27	11		1	440	12,756
Africa.....														596
Australia, Tasmania, and New Zealand.....	3	9		15	6		7		23	6	3		23	1,014
Pacific Islands (not specified).....				64	83	1	3		3		9	1		128
British North America.....				4	7		6	1	5					105,399
Central America.....	265	2,370	1,168	5,188	11,371	102	166	725	290	14	530	4	192	2,073
Mexico.....	2			30	11		165	104	9		1	40	8	17,869
South America.....	56			28	11	3	433	725	259	6		1	253	6,931
West Indies.....	107	52		126	42	11	680	1,490	233	19	2	58	2	15,507
Other countries.....	3	1		163	48		3,424	155	91	27	7	1,249	32	77
Grand total.....	522	3,711	1,211	19,596	13,350	244	15,019	2,857	976	454	793	1,369	2,097	295,403
Admitted in Philippine Islands.....		18		14	5		188		6				26	5,797

TABLE VIII-A.—*Emigrant aliens departed, fiscal year ended June 30, 1917, by countries of intended future residence and races or peoples.*

Country of intended future residence.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serbian and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.
Austria.....			15	3		4		1			1			49
Hungary.....			1			1			14					15
Belgium.....				190									1	
Bulgaria, Serbia, and Montenegro.....														
Denmark.....		2		35			9		24		96	2	1,695	1
France, Inc. Corsica.....														313
German Empire.....				1										
Greece.....				1										
Italy, Inc. Sicily and Sardinia.....									225		1		4	
Netherlands.....							1				1			
Norway.....											1			
Portugal, Inc. Cape Verde and Azore Is.....	168						1				1			
Russian Empire.....		39	1								1			
Spain, Inc. Canary and Balearic Is.....							2		6		5	471	18	6
Sweden.....								1			12			
Switzerland.....									1					
Turkey in Europe.....	2	20	1	6					2	2	2,617	1	7	8
United Kingdom.....														
Other Europe.....														
Total Europe.....	170	61	18	236	2	5	12	2	274	2	2,741	474	1,774	489
China.....														
Japan.....					1,784				2		52		1	2
India.....		1								1	35	1		
Turkey in Asia.....		1								129	38			
Other Asia.....		61				1			7		6			
Total Asia.....		63			1,787				9	130	131	1	1	2
Africa.....	20		1											
Australia, Tasmania, and New Zealand.....									7		45		5	
Pacific Islands (not specified).....									1		307	4	5	3
British North America.....	12	5	39	89	1	19	8		2		14		4	
Central America.....	11								382		2,483	773	912	66
Mexico.....					2		2		.8	1	75	1	15	30
South America.....	21		1		4		10				33	2	2	36
West Indies.....	1,293	2					5		24	1	96		26	52
Other countries.....					3		2,353	4	34	2	380	1	85	89
Grand total.....	1,497	133	59	325	1,799	24	2,395	6	742	136	6,316	1,256	2,829	767
Departed from Philippine Islands.....					54				6	36	109		12	2

TABLE VIII-A.—*Emigrant aliens departed, fiscal year ended June 30, 1917, by countries of intended future residence and races or peoples—Contd.*

Country of intended future residence.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Romanian.
Austria.....		2		1					28			17		
Hungary.....		3							85					
Bulgaria, Servia, and Montenegro.....		1												
Denmark.....	17	1	1	71	1					7		1	1	4
France, Inc. Corsica.....												1		
German Empire.....	1,899	1												2
Greece.....	10			3,046	9,476	1								
Italy, Inc. Sicily and Sardinia.....			1	1										
Netherlands.....														
Portugal, Inc. Cape Verde and Azore Is.														
Romania.....	1	6											1,183	9
Russian Empire.....		183				4		33	1			53	5	2
Spain, Inc. Canary and Balearic Is.				9	3					2				
Sweden.....				18										
Switzerland.....														
Turkey in Europe.....	1													
United Kingdom.....	6	11	1,072	7	10	11						1	1	
Other Europe.....	4				3									
Total Europe.....	1,938	229	1,074	3,155	9,492	16		33	114	9		72	1,190	17
China.....	2	1	3	1		1								
Japan.....	1	1				692	6			1				
Turkey in Asia.....			1			3								
Other Asia.....	1						36							
Total Asia.....	4	2	5	1	1	696	43			1				
Africa.....														
Australia, Tasmania, and New Zealand.....	2	8	6	1										
Pacific Islands (not specified).....	3	7	17	1								2		
British North America.....	1		1							1	4			1
Central America.....	115	10	610	178	474	2		5	5			40		28
Mexico.....		2		15	3		1		1	34				1
South America.....	6	1	3	1		6			1	584				
West Indies.....	4	47	8	60	20	2			1	7		1	100	2
Other countries.....	9	14	11	63	15		1		2	123		3	23	3
Grand total.....	2,082	329	1,736	3,478	10,016	722	45	38	123	759	4	119	1,313	61
Departed from Philippine Islands.....				2		334							17	

Country of intended future residence.	Rus- sian.	Ruth- enian (Rus- sian.)	Scandi- navian.	Sootch.	Slovak.	Span- ish.	Span- ish Ameri- can.	Syrian.	Turk- ish.	Walsh.	West Indian (except Cuban).	O the peoples.	Not speci- fied. ¹	Total.
Austria.....		2	1		6									126
Hungary.....		1			2									112
Belgium.....														15
Bulgaria, Servia, and Montenegro.														191
Denmark.....	23		480					21				2		2,064
France, Inc. Corsica.			1			20								315
German Empire.....														2,034
Greece.....									15			116		12,542
Italy, Inc. Sicily and Sardinia.				1								1		2,277
Netherlands.....														1,533
Norway.....			1,631											1,533
Portugal, Inc. Cape Verde and Azore Is.								1						1,533
Roumania.....														16
Russian Empire.....	5,106	1	12	1	26							3		5,947
Spain, Inc. Canary and Balearic Is.	4	1	1			2,405	14	1				1		2,401
Sweden.....	1		966											2,060
Switzerland.....			2											150
Switzerland.....														24
Turkey in Europe.				711					3					78
Turkey in Asia.														1
United Kingdom.	5		5			3	2							4,672
Other Europe.....						4								88
Total Europe.....	5,139	4	3,103	713	34	2,441	16	23	21	78	1	195		35,367
China.....		6												1,871
Japan.....	3		10	3				1		1				750
India.....			2	1		2								176
Turkey in Asia.				3				4	2					8
Other Asia.....	9		3	1								230		356
Total Asia.....	13		15	8		2	1	6	2	2		230		3,161
Africa.....														
Australia, Tasmania, and New Zealand.			3	4				1		1	1	2		108
Pacific Islands (not specified).	4		7	19										382
British North America.....				2										35
Central America.....	1,142	17	1,340	865		62	2	11		46	76	70	9,068	18,994
Mexico.....	7		13	4		60	231	1	4	2	5			18,994
South America.....	16		2			60	22	3						812
South America.....	46		19	5		101	279	37			14	3		968
West Indies.....	20		48	8		798	60	23	16		422	2		5,801
Other countries.....														4
Grand total.	6,393	21	4,550	1,618	34	3,424	612	110	54	130	520	504	9,068	66,277
Departed from Philippine Islands.	14		6	3		196						16		807

¹ Departed via Canadian border. Reported by Canadian Government as Canadians.

TABLE IX.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by States of intended future residence and races or peoples.¹

Race or people.	Ala.	Alas.- Ka.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....	46	1	1	1	15	1	96	4	42	1,240	3		1	22	10			3
Armenian.....	1				35	1	62	1	1					30	1	4		
Bohemian and Moravian (Czech).....	6	77			15		1	1	1		1		2	49	70	1	6	
Bulgarian, Serbian, and Montenegrin.....			9		19	6	16	2	5				7	89	5	6	2	
Chinese.....			17	1	1,179	4	4	4	15	17	1	141	6	44	2	3	3	2
Croatian and Slovenian.....	15	2	5	1	1	2	8		6	1,014	5		5	19	7	2		
Cuban.....		1	9		46	33	25	1	24	1	1		1	3	3			
Dalmatian, Bosnian, and Herzegovinian.....	3	13	7	2	236	12			105	311	19		19	396	53	115	23	3
Dutch and Flemish.....								32	1	4				3	150	179	56	19
East Indian.....	29	90	101	16	2,763	136	459		1			71	182	986	14	2		
English.....	3	30	29	1	68	28	47		1	72	8	5	28	112	27	27	16	3
Finnish.....	3	14	26	11	493	26	547	4	74	38	19	16	36	271	64	117		
French.....	14	4	34	10	522	47	64	4	27	122	60	4	69	335	335	212	21	17
German.....	39	28	8	2	157	68	885	9	78	97	34	4	20	1,518	48	49	16	13
Greek.....	8	1	1	4	417	21	224	2	31	15	10	6	110	654	65	84	21	11
Hebrew.....	2	37	1	17	911	63	367	9	34	97	10		3	177	14	15	23	3
Irish.....	3	24	17		285	18	157	6	17	10	1		5	1,362	47	36	22	2
Italian (north).....	11	16	8	10	278	50	2,413	78	68	17	1		75	52	1	1		1
Italian (south).....	1	8	32		3,529	145	6		8	1		3,178	116	5				
Japanese.....					61		44							60		2		
Korean.....		1			3				5	1				26	11	1		
Lithuanian.....					19	4	2		16	12	4		7	66	3	7	158	
Magyar.....			4,307		1,454	61	5	1				2						
Mexican.....	20			3	3													
Pacific Islander.....					38	6	93	2	2				3	228	15	4		8
Polish.....	1	5	5		702		162	17	5	15	1	6	5	23	3		1	
Portuguese.....					17	1	61		4					18	9			
Romanian.....		1			236		107	1	34	16		9	3	159	23	8	24	
Russian.....	2	44	35		37	1	14			2			9	69	6	1	1	
Ruthenian (Russiak).....																		
Scandinavian (Norwegians, Danes, and Swedes).....	25	95	25	2	603	81	439	9	29	56	5	8	151	1,942	42	401	32	2
Scotch.....	19	61	22	7	1,02	84	167	12	37	107	5	30	80	504	79	85	29	3
Slovak.....		2	1		11									24	39			
Spanish.....	9	4	698	1	695	73	562	3	13	988	9	4	157	112	24	7	49	8
Spanish American.....	8	3			312	3	34		77	13	2			26	10	5	2	4
Syrian.....	4	2	8	1	23	2	37		1	14	1			39	15	2	1	
Turkish.....					16		16							12	6	3	5	1
Welsh.....	15	8	2		58	11	20		4	12	1	2	2	36	4	5		
West Indian (except Cuban).....	1				8					146	1	1	1	8	2			
Other peoples.....		11	3		73	1	246		9				32	149	11	2	1	
Total.....	290	580	5,433	90	16,354	977	7,389	194	772	4,369	192	3,607	1,016	10,690	1,195	1,335	630	105

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Neb.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
African (black).....	41	25	25	1,140	187	2	4	1	1	3		10	376		3,980	4	4	40
Armenian.....	1			221	150			3	5			6	36		491			32
Bohemian and Moravian (Czech).....	1		3		22	27		20	5		1	11	10	5	68		1	7
Bulgarian, Servian, and Montenegrin.....			1	16	134	51	10	39	4	2	3	1	2		269		1	115
Chinese.....	10	2	11	45	43	6	10	12	4	3	2	1	3		147			13
Croatian and Slovenian.....	7			24	3	5		8	1	1	2		9		54			19
Cuban.....	53		15	24	3	2	4			1		1	47	1	2,008	5	2	2
Dalmatian, Bosnian, and Herzegovinian.....	4			1	5	1									8			
Dutch and Flemish.....	6	7	30	204	1,304	135		24	135	20	2	12	310		1,389	2	28	122
East Indian.....				2		1						1	3		23			
English.....	58	924	113	2,938	6,293	559	7	173	803	52	17	177	573	18	7,361	25	200	794
Finnish.....	4		11	10	834	632		4	213	12	10	33	118	3	829	1	34	161
French.....	6,822		21	3,919	1,549	232	2	51	241	17	17	2,331	147	8	3,580		63	97
German.....	62	11	74	206	1,675	435	4	52	688	99	5	4	480	3	2,275	4	224	264
Greek.....	14	182	107	4,246	484	132	3	313	50	42	20	1,315	744	17	8,278	30	10	1,232
Hebrew.....	16	23	91	3,653	1,669	392	3	86	53	54		12	748	1	9,438	11	33	504
Irish.....	28	331	45	1,614	3,228	407	1	79	546	37	12	110	544	6	4,727	9	124	376
Italian (north).....	13	3	4	1,449	559	94		21	116	11	6	117	3	3	1,247		2	74
Italian (south).....	16	71	96	3,114	1,220	95	7	135	65	18	20	26	2,653	11	14,803	3	4	1,584
Japanese.....	1		6	30	8	3		7	63	21	2	1	10	3	831		1	7
Korean.....								1							1			
Lithuanian.....	1	2	7	41	84	19			13	2	1	1	5		72		1	35
Magyar.....	2			2	106	18			9				13		69		2	
Mexican.....	364		8	15	10	3	2	34		3			32	758	996		83	5
Pacific Islander.....																		
Polish.....	2	2	7	81	770	109	1	3	46			8	90		941	2	30	146
Portuguese.....	5	12	1	6,552	4	25		3	5		4	11	134		936			12
Romanian.....				9	151	9						5		2	82		3	75
Russian.....	4	19	10	69	808	120	4	9	57	2	5	15	58		1,094		49	99
Ruthenian (Russiak).....			1	4	234	154		5	14	1		2	11		194		128	214
Scandinavian (Norwegians, Danes, and Swedes).....																		
Scottish.....	35	65	108	1,044	650	2,286	5	44	900	210	15	23	504	1	4,935	7	779	177
Slovak.....	22	263	32	1,193	2,835	394	3	57	456	25	8	58	236	38	2,226	10	117	321
Slovenian.....	1	1	3	13	19	7		7	11				13		25			22
Spanish.....	271	8	40	310	32	7	2	85	13	1	157	3	368	30	8,204	3		131
Spanish American.....	138	3	19	59	18	5	5	7			3	2	30	2	1,570	2		18
Syrian.....	5	2	1	42	112	9	4	14		1		4	27	2	306	11	2	33
Turkish.....	7	3		103	15							52	9		155			9
Welsh.....		3	1	31	92	23		5	52	1		2	7	1	165	3	6	33
West Indian (except Cuban).....	1	4	8	87	14							2	50	2	869			8
Other peoples.....		78	13	507	103	11		46	5	3	45	56	37		401			31
Total.....	1,270	8,878	911	29,806	26,407	6,412	71	1,320	4,690	619	381	4,302	8,554	912	84,639	132	1,848	6,908

¹ Also 5,797 immigrant aliens were admitted to the Philippine Islands for future permanent residence therein.

TABLE IX.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by States of intended future residence and races or peoples—Continued.

Race or people.	Okla.	Oreg.	Pa.	P. I.	P. R. I.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Vrg. Ia.	W. Wash.	W. Va.	Wyo.	Total.
African (black).....	12	.....	158	.....	109	264	1	.....	5	17	.....	.....	49	.....	15	1	2	7,971
Armenian.....	.....	.....	36	.....	.....	67	.....	.....	.....	.....	.....	.....	3	.....	1	1	.....	1,221
Bohemian and Moravian (Czech).....	.....	.....	22	.....	.....	.....	.....	1	.....	4	.....	.....	10	.....	11	4	10	1,327
Bulgarian, Servian, and Montenegrin.....	.....	.....	34	.....	.....	.....	.....	.....	.....	10	.....	.....	1	.....	42	21	4	1,134
Chinese.....	.....	.....	15	.....	.....	.....	.....	.....	.....	3	.....	.....	3	.....	84	.....	4	1,843
Croatian and Slovenian.....	.....	.....	26	.....	.....	.....	.....	.....	.....	10	.....	.....	1	.....	47	.....	10	3,305
Cuban.....	.....	.....	83	.....	17	.....	2	.....	4	16	.....	.....	16	.....	.....	4	.....	3,428
Dalmatian, Bosnian, and Herzegovinian.....	.....	.....	98	.....	7	14	1	17	5	8	.....	.....	63	.....	265	8	.....	5,393
Dutch and Finnish.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	109	6	.....	.....	.....	100	4	6,069
East Indian.....	.....	.....	776	.....	3	1	265	4	36	124	118	324	143	.....	2,850	34	188	23,246
English.....	57	438	84	102	.....	11	9	22	.....	1	62	4	33	.....	370	14	110	5,900
Finnish.....	.....	.....	133	.....	.....	1,410	.....	10	1	56	10	1,416	12	.....	439	8	11	24,405
French.....	12	227	283	.....	1	6	15	8	46	157	13	13	30	.....	552	14	61	9,682
German.....	9	34	2,966	.....	.....	233	25	6	24	56	97	30	384	.....	205	625	224	25,919
Greek.....	6	35	316	.....	.....	38	10	6	7	20	42	21	14	.....	386	13	84	17,842
Hebrew.....	22	149	956	.....	.....	145	2	20	15	43	26	105	31	.....	1,099	18	77	17,462
Irish.....	8	4	252	.....	.....	1	16	3	2	26	17	10	6	.....	1,188	12	53	8,796
Italian (north).....	14	22	5,379	.....	.....	456	.....	1	4	20	37	47	23	.....	186	344	237	35,154
Italian (south).....	.....	.....	16	.....	.....	.....	.....	1	1	20	161	.....	4	.....	807	.....	9	8,925
Japanese.....	.....	.....	8	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	.....	194
Korean.....	.....	.....	1	.....	.....	1	.....	6	.....	.....	.....	.....	.....	.....	30	1	1	479
Lithuanian.....	.....	.....	29	.....	.....	1	.....	.....	.....	4	.....	.....	3	.....	11	6	.....	434
Magyar.....	.....	.....	36	.....	.....	14	3	1	3	7,981	6	1	3	.....	.....	.....	10	16,438
Mexican.....	23	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Pacific Islander.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Polish.....	.....	.....	301	.....	.....	1	6	.....	.....	2	.....	.....	17	.....	65	19	47	3,109
Portuguese.....	.....	.....	165	.....	.....	1,266	.....	1	.....	3	.....	.....	18	.....	2	1	3	10,194
Romanian.....	.....	.....	19	.....	.....	8	.....	2	1	3	.....	.....	2	.....	10	.....	.....	522
Russian.....	9	24	174	.....	.....	8	.....	.....	1	7	.....	10	19	.....	269	2	32	3,711
Ruthenian (Rusniak).....	.....	.....	54	.....	.....	.....	.....	1	16	1	.....	.....	1	.....	22	.....	13	1,211
Scandinavian (Norwegians, Danes, and Swedes).....	4	204	437	3	9	77	2	192	5	55	124	20	249	3	2,017	10	428	19,596
Scotch.....	19	189	239	2	.....	88	1	24	19	45	25	82	41	.....	1,565	22	22	13,850
Slovak.....	.....	.....	63	.....	.....	.....	.....	.....	6	1	.....	.....	.....	.....	13	.....	88	244
Spanish.....	41	17	393	10	314	28	.....	.....	.....	207	125	99	149	.....	31	463	3	15,019
Spanish American.....	.....	.....	96	.....	.....	4	11	1	1	22	.....	4	23	.....	13	5	6	2,587
Syrian.....	2	2	58	.....	.....	5	.....	.....	.....	141	.....	.....	.....	.....	14	5	.....	2,576
Turkial.....	.....	.....	16	.....	.....	2	5	.....	.....	2	.....	.....	3	.....	126	.....	.....	454
Welsh.....	3	11	50	.....	.....	4	.....	3	.....	1	2	1	3	.....	.....	25	4	788
West Indian (except Cuban).....	.....	.....	41	.....	.....	60	9	.....	.....	.....	.....	.....	.....	.....	.....	.....	9	1,899
Other peoples.....	.....	.....	135	.....	.....	31	.....	4	1	2	7	1	2	.....	2	1	29	2,097
Total.....	252	1,878	14,903	20	630	4,486	67	426	175	9,068	965	2,193	1,396	3	11,842	1,605	3,297	265,403

TABLE IX-A.—Emigrant aliens departed, fiscal year ended June 30, 1917, by States of last permanent residence and races or peoples.¹

Race or people.	Ala.	Alas.- Ea.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
African (black).....	4			6	1	16		4	829	2		3				
Armenian.....				12	9							13	3			
Bohemian and Moravian (Czech).....								2				6				
Bulgarian, Servian, and Montenegrin.....		2	3		1	2						76	3	3		
Chinese.....			17	1,008	6	8		4	967	1	5	68	3	3	2	
Cuban.....	1			6	1	4				2		4	2	1		
Dalmatian, Bosnian, and Herzegovinian.....	2				1	1										
Dutch and Flemish.....				23	2	1						24	3	30	1	
East Indian.....	1			103	27	118	3	39	53	11	28	4	4			
English.....	6	13	47	453	27	2					15	142	26	20	13	11
Finnish.....			2	16	2	2						13				
French.....		1	3	142	2	29	2	9	2	2	5	24	1	1	2	1
German.....			1	67	7	4		72	4	1	3	38				
Greek.....	4		2	49	4	60	3	2	8		1	199	11	16	1	
Hebrew.....				46									4			
Irish.....		1	1	42	8	52	5	5	1		5	53	7	4	4	
Italian.....				371	16	98	2	4	8		3	160	5	12	4	
Italian (north).....	1	3	6	278	30	474	30	10	10		1	381	16	17	5	
Italian (south).....	6	1		333	1	3		4		1	4	11	1			
Japanese.....			6								34					
Korean.....				8							1					
Lithuanian.....																
Magyar.....				3	2	5						2				
Mexican.....	3			252		2		3	19	1		12	3		1	
Pacific Islander.....			10	4							1					
Polish.....						3						10				
Portuguese.....				139	10	24		1				5	2			
Romanian.....									1			1				
Russian.....		17	1	316	32	363	3	5			65	387	21	25	8	
Ruthenian (Russian).....												2				
Scandinavian (Norwegians, Danes, and Swedes).....	9	5	7	138	27	75	9	8	8		19	386	6	171	4	1
Scottish.....	5	4	4	43	12	28		6	3		12	78	7	8	1	
Slovak.....												1	1			
Spanish.....				281	9	23	2	5	373	1	26	83	2		17	
Spanish American.....	4	1	226	124	3	3	1	23	10			7	2			
Syrian.....								4				2				
Turkish.....						8										
Welsh.....				3	1	1						11	5	1		
West Indian (except Cuban).....				2	2	1		2	73	1		2				1
Other peoples.....				8		83		3				52				
Total.....	46	52	340	6 4,208	198	1,499	58	229	2,388	23	405	2,182	129	312	67	14

¹ Also 807 emigrant aliens whose last permanent residence was Philippine Islands departed therefrom.

TABLE IX-A.—*Emigrant aliens departed, fiscal year ended June 30, 1917, by States of last permanent residence and races or peoples—Continued.*

Race or people.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	Nev.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.	Okla.
African (black)	8	1		130	4	1							20		316				
Armenian			1	1	6			1					1		61			3	
Bohemian and Moravian (Czech)				2	1										48				
Bulgarian, Serbian, and Montenegrin	7		5	47	11	10	3	16	13	1	12		3	1	187			18	1
Chinese																		19	
Croatian and Slovenian																		2	
Cuban	36	1	5	5	1		2	2					8		1,260			4	
Denmark, Estonia, and Herzegovinian																			
East Indian	1		1	9	48	6		3					28		160		3	2	4
East Irish															7				
English	37	46	19	494	164	45		20	30	14	3	16	205	1	1,662	5	9	101	4
French	25	74	6	176	63	66		9	21			4	12		40		2	23	
German	10		4	271	32	11	1	10	4	3	1	124	33		1,548		1	15	
Greek			1	16	11	14		13	1	6	2	2	38		318			91	
Hungarian	3		9	87	32	20		2	1	2	4	38	9	10	1,150	2			
Irish				12	5	1		16	17	2	3	3	62		238			16	
Italian (north)	12	22	9	138	52	14		11	3	2	8	2	64	7	538		6	36	2
Italian (south)	4	15	8	141	42	9		40	7	32	9	4	433	4	1,983	1	4	448	1
Japanese			3	716	176	41	1	2	2				4	2	4,735				
Korean				10	3										111			2	
Lithuanian			1	5	4					2					31				
Mayan						6							9		42			12	
Mexican	42		1	13	2						2		3		338				
Polish				1	17			4				3	2		37			8	
Portuguese	3		2	692	1							4	21		262			5	
Romanian															13				
Russian		6	42	423	304	42		13	2	3	2	52	241		1,805		8	211	
Ruthenian (Russiak)						2													
Scandinavian (Norwegians, Danes, and Swedes)	4	7	9	108	39	444		7	81	46	3	6	119	1	977	1	127	29	
Scotch																			
Slovak	6	17	6	106	61	21		7	5	2		10	50		271	3		21	1
Spanish															22				
Spanish American	61	1	1	14	5	1	2	10	1	2	79	1	14	6	1,470			20	4
Syrian	64		4	10	2			1		2			3		276			1	4
Turkish					1										71		1	1	2
Welsh	2				3		1	2	4		1				40				
West Indian (except Cuban)	9	3		14	2							1	10		18		2	4	
Other peoples	12			33	34			1					1		228		2		
Total	342	225	158	3,667	1,170	748	11	199	194	120	129	267	1,399	32	20,377	12	165	1,153	23

Race or people.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Virg. Isl.	Wash.	W. Va.	Wis.	Wyo.	Not spec. fied.	Total.
African (black).		11		76	60			1				1				3		3	1,497
Armenian.		2			2							10				3		2	133
Bohemian and Moravian (Czech).		1										1				1		37	59
Bulgarian, Serbian, and Montenegrin.		52										1				1		81	325
Chinese.	50	45					3	3	19	5		3		1	2	3	6		1,799
Croatian and Slovenian.												1			2	1		19	24
Cuban.		16		26			2		8			1						8	2,365
Dalmatian, Bosnian, and Herzegovinian.	1	16		4	1		3			4		2		4		5		337	742
Dutch and Flemish.																			136
East Indian.	34	304	7	16	58	4	7	2	29	25	24	20		81	21	15	8	1,730	6,316
English.	6	11			2	1				9	3			37	4	9	6	707	1,266
Finnish.	1	27		50	171				4	1	72	1		17	1	4		113	2,829
French.	8	38	2	6					3	3		2		9	3	9		37	767
German.	6	61		1	6	1	1		2	19		3		4	2	19	3	109	2,052
Greek.		10										6						329	
Hebrew.	7	189		1	13				2	3		3		12	5	7	2	400	1,798
Irish.	5	168		12	21			2	5	17	21	3		21	14	5	5	170	3,478
Italian (north).	1	1,389		5	114			2	8	17	13	20		32	124	52	2	341	10,016
Italian (south).	8	4					3		14	3		1		97		1	1	2	722
Japanese.																			45
Korean.																			38
Lithuanian.	4									1									123
Magyar.	20			1				1	61					1		1	1	5	759
Mexican.	1			4															4
Pacific Islander.																			
Polish.	7											1		4				16	119
Portuguese.		20			141				1			1						37	61
Romanian.	23	662	1	4	18			2	3		35	18		142	23	60	1	1,000	6,383
Russian.	2																	9	21
Ruthenian (Rusniak).	25	73		20	24		51		9	6	4	3	1	198	1	114	7	1,133	4,550
Scandinavian (Norwegian, Danish, and Swedish).																			
Scottish.	5	80	3	1	10			3	1	8	4	10	3	20		6		663	1,618
Slovak.	9																	34	
Spanish.	4	29	3	509					40	47	20	14		5	38	3	11	56	3,324
Spanish American.		18		38	1				1		1				1			1	612
Syrian.		2		7	1		1		2							1		8	110
Turkish.		1																	154
Wash.	29							1	1							4		34	130
West Indian (except Cuban).	5			94	9				1									71	520
Other peoples.		7										4				2		68	504
Not specified.																		9,098	
Total.	187	3,318	15	875	655	8	76	13	222	161	204	125	1	768	241	329	53	16,300	66,277

1 Last United States residence unknown. Departed via Canadian border. Reported by Canadian Government.

TABLE X.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by occupations and races or peoples.

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serb, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
PROFESSIONAL.																					
Actors.....	2	1	2				11		13	1	201	1	47	36	3	33	47	18	17	18	.....
Architects.....	2	1	2				2		8		48		19		9	5	7	1	4	4	.....
Clergy.....	23		1				6		13		137	2	44	46	23	29	114	5	8	31	.....
Editors.....				1			4		3		34		10		5	6	7	2	6	6	.....
Electricians.....	13	1		1			12		9		136	2	25	21	5	28	55	2	14	2	.....
Engineers (professional).....	7	1	1	2			20		47		263	2	125	42	21	10	32	7	23	29	.....
Lawyers.....	2			1			56		2		34		15	3	3	9	12	1	3	1	.....
Literary and scientific persons.....	3	3	2	2			9		8	2	54	1	18	15	2	11	12	2	3	2	.....
Musicians.....	13						3	1	17		74		42	44	3	46	19	23	33	.....
Officials (Government).....			1	7	25	1	37		20		66		61	11	5	2	7	8	50	.....
Physicians.....	6	1	1	1		2	31		7		55		14	12	5	5	21	3	3	25	.....
Sculptors and artists.....	1						5		12		53		81	10	7	7	10	25	6	5	.....
Teachers.....	70	2	1	3	19		11		29	3	378	5	207	112	20	93	180	10	6	5	.....
Other professional.....	57	4			13		17		39	1	380	6	55	81	9	34	163	5	9	127	.....
Total.....	199	14	11	21	60	5	233	1	227	8	1,913	19	763	442	99	318	693	126	122	379	5
SKILLED.																					
Bakers.....	34	9	2	1			2		37		54	9	57	49	57	70	21	13	56	2	.....
Barbers and hairdressers.....	12	11	2	2		1	11	1	7		92	4	60	40	53	107	40	8	156	29	.....
Blacksmiths.....	66	10	2	2			2		13		62	18	72	21	20	29	35	15	88	2	.....
Bookbinders.....	3								8		4		2			16	2		2		.....
Brewers.....													2			1	3				.....
Butchers.....	4	4	4	1			1		17		67	1	54	53	13	115	32	6	20		.....
Cabinetmakers.....	6	2					1		1		15	1	6	19	2	26	3	2	7		.....
Carpenters and joiners.....	324	21	4	11	4	4	14		95		543	126	418	180	142	153	266	29	275	29	.....
Cigar makers.....							398		35		9	1	26	2	1	40	9		4		.....
Cigar packers.....	102	1	3	8	11		8		149	3	1,979	4	556	422	187	800	955	33	80	66	.....
Clerks and accountants.....	227	16	3	2	2		227		15		151	16	157	50	26	132	189	106	546	1	.....
Dressmakers.....	331	4	2				4														.....
Engineers (locomotive, marine, and stationary).....	42	1	3	2	1	2	2	2	37	1	206	13	56	65	62	5	91	14	6	16	.....
Furriers and fur workers.....									2		6		11	5	23	75	5	2	3		.....
Gardeners.....	13	2	3	2	1		5		57		74		18	7	3	96	20	1	14	13	.....
Hat and cap makers.....	1										4										.....
Iron and steel workers.....	14	57	1	1		1	1		12		135	9	54	30	5	13	102	2	3	1	.....
Jewelers.....							2		1		19		22	6	4	46	1		6		.....
Locksmiths.....	7	5							1					8	2	17					.....

Machinists.....	43	10	7	10	1	30	51	1	538	13	214	153	43	95	224	21	72	3
Mariners.....	369	5	2	5	8	11	24	8	221	188	50	368	671	22	110	40	151	6
Masons.....	47	3	1	10	16	6	6	12	140	2	37	31	85	20	52	53	874	1
Mechanics (not specified).....	47	4	4	4	12	90	12	12	109	6	31	38	15	12	37	10	24	5
Metal workers (other than iron, steel, and tin).....	3	2	1	5	1	1	1	10	72	1	27	12	4	22	43	2	11	1
Millers.....	7	1	1	1	1	1	1	1	14	1	56	11	3	3	42	7	7	1
Milliners.....	4	1	9	96	41	1	5	39	235	310	76	21	51	73	42	263	109	1
Miners.....	46	7	2	5	6	6	6	33	138	12	76	28	11	74	72	9	29	1
Pattern makers.....	8	4	1	2	2	2	2	1	10	1	5	8	3	1	2	2	3	4
Photographers.....	3	1	1	1	1	1	1	1	28	1	8	3	4	30	4	5	2	1
Plasterers.....	16	3	3	3	15	8	8	8	47	3	33	16	1	4	19	6	2	2
Plumbers.....	27	1	1	1	10	3	1	10	90	2	14	18	7	18	68	1	2	2
Printers.....	14	1	1	1	1	1	1	1	12	2	6	3	11	63	27	10	7	1
Saddlers and harness makers.....	596	62	1	2	2	2	2	31	66	11	73	38	24	605	66	45	662	35
Seamstresses.....	59	6	2	2	11	6	15	11	44	9	56	19	134	138	79	10	412	4
Shoemakers.....	45	6	2	2	3	1	3	30	84	18	52	69	243	7	79	33	33	3
Stokers.....	162	32	7	6	3	1	1	19	108	25	41	2	209	3	12	15	46	13
Tailors.....	5	2	1	2	2	1	1	2	3	1	1	2	10	18	23	2	10	1
Tanners and curriers.....	5	2	1	2	5	1	1	5	43	1	48	6	7	29	15	2	12	1
Textile workers (not specified).....	5	2	1	2	22	1	1	1	22	12	13	6	7	43	1	1	1	1
Tinners.....	5	2	1	2	1	2	1	4	1	1	4	9	1	5	1	1	1	1
Tobacco workers.....	3	1	1	1	5	1	1	4	12	3	3	3	3	18	2	1	1	1
Upholsterers.....	2	6	3	1	16	1	1	88	5	273	12	5	3	16	4	3	41	1
Watch and clock makers.....	3	1	1	1	2	1	1	1	1	4	4	4	29	29	47	47	1	1
Weavers and spinners.....	3	5	1	1	2	1	1	38	1	1	13	14	1	5	21	3	3	1
Wheelwrights.....	62	10	1	3	4	20	2	2	564	28	162	135	127	159	247	39	98	18
Woodworkers (not specified).....	2,682	287	66	184	17	103	863	49	6,329	874	2,995	1,991	2,159	4,524	3,268	883	3,880	283
Other skilled.....	5	1	3	1	8	1	1	44	438	4	91	42	15	174	158	10	13	10
Total.....	5	1	3	1	8	1	1	10	37	4	19	15	4	174	158	10	13	10
MISCELLANEOUS.	9	1	1	2	5	0	0	5	81	1	34	18	3	28	63	2	46	1
Agents.....	617	53	14	106	2	2	1	457	655	509	1,047	345	4,805	113	411	81	5,039	3,139
Bankers.....	44	13	6	13	254	11	5	3	1,877	82	1,044	842	36	53	829	15	59	354
Draymen, hackmen, and teamsters.....	11	1	1	1	2	2	2	214	24	24	68	6	12	1	93	1	27	34
Farm laborers.....	1	1	1	1	1	1	1	47	1	1	30	20	40	11	43	5	5	40
Fishermen.....	848	55	19	656	79	42	17	407	3,356	1,710	6,757	350	12,160	820	1,079	877	5,358	302
Hotel keepers.....	30	34	3	6	7	2	2	74	74	1	24	16	2	30	18	3	86	2
Laborers.....	1,782	49	24	13	11	20	35	9	466	7	233	289	303	660	148	86	258	288
Manufacturers.....	325	33	8	21	857	5	53	306	2,195	1,098	1,394	832	2,690	609	3,956	573	6,596	155
Merchants and dealers.....	3,672	705	87	817	1,384	107	511	41	2,195	103	963	393	164	1,017	975	73	174	949
Servants.....	3,672	705	87	817	1,384	107	511	41	2,195	103	963	393	164	1,017	975	73	174	949
Other miscellaneous.....	3,672	705	87	817	1,384	107	511	41	2,195	103	963	393	164	1,017	975	73	174	949
Total.....	1,418	205	163	112	327	1,134	1,843	805	9,118	3,540	11,966	3,164	20,225	3,550	7,779	1,729	17,577	5,338
No occupation (including women and children).....	1,418	205	163	112	327	1,134	1,843	805	9,118	3,540	11,966	3,164	20,225	3,550	7,779	1,729	17,577	5,338
Grand total.....	7,971	1,221	827	1,134	1,843	805	3,428	94	32,246	5,900	24,405	9,882	25,919	17,342	17,402	3,798	35,164	8,925

TABLE X.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by occupations and races or peoples—Continued.

Occupation.	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Rumanian.	Russian.	Ruthenian (Rus- sian).	Scandinavian (Nor- wegian, Dane, and Swede).	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (ex- cept Cuban).	Other peoples.	Total.	Admitted in Philip- pine Islands.
PROFESSIONAL.																					
Actors.....			14		9			12		13	28			25	7		2	1	14	576	41
Architects.....			2					13		19	13			5				2		157	
Clergy.....	3	1	23		2	1	6	13	3	36	54			65	8		12	2	3	716	67
Editors.....	1	4			1	1		1		11	4	1		8				1		116	
Electricians.....	3	1	15			6	1	2		65	93			26	13		11	3	5	526	
Engineers (professional).	1	2	36		6	19		73		240	54			43	43	1	7	6	2	1,233	24
Lawyers.....	1	39				3	1	2		10	7			7	33		4	8		1,252	1
Literary and scientific persons.		2	4		4	4	1	6		15	10			12	5		2	1		214	
Musicians.....	2	2	35		3	2	2	8		21	12	1		13	25		1			449	
Officials (Government).	1		9		3	12	5	53		69	4			11	41			11		326	16
Physicians.....	1		30			2		6		11	30			11	35	3		5	1	301	6
Sculptors and artists.		2	5		5	1		13		13	14			18	9		6	1	3	301	
Teachers.....		1	44		5	4	1	16	2	64	156			20	15		9	17	2	1,533	23
Other professional.			30		3	4	1	9		115	177			15	26	2		29		1,426	20
Total.....	11	11	288	1	40	59	18	214	5	702	656	5	288	277	7	1	45	87	30	8,403	197
SKILLED.																					
Bakers.....			46		9	39		3	2	62	24			105	3	4	2	2	2	777	
Barbers and hairdressers.			31		1	5	2	10	2	59	23	1	35	1	1	4		1	4	817	3
Blacksmiths.....		1	18		24	8	1	16	2	125	52		60				3	3	1	771	
Bookbinders.....			1							14	1		2			1				53	
Brewers.....										3	1			2						15	
Butchers.....	1	2	13		11	6	3	4	3	41	23		11	1	1		3		1	514	
Cabinetmakers.....					5			1		25	9		7			2				143	
Carpenters and joiners.	15	2	135		38	71	5	43	11	551	296	3	391	11	7	1	12	24	12	4,282	14
Cigarette makers.....																				12	
Cigar makers.....																					
Cigar packers.....		1	3		1	1	1	3		11	1		97	2			1	2		750	
Clerks and accountants.	3	5	228		28	131	6	48	5	649	899	2	23	149	4	4	4	141	17	9,212	43
Dressmakers.....		1	19		4	4		5		108	93		21	3	2		7	41	1	2,031	
Engineers (locomotive, marine, and stationary).	1		4		5	3		23		165	114		17	5			10	5		979	
Furriers and fur workers.					3			1	1	3	2								2	145	
Gardeners.....			6		2	9				43	16		9	11				16	1	353	
Hat and cap makers.		2											5	1			1			121	
Iron and steel workers.	8	10	11		49	2	3	11	3	106	111		25			3	3	1	9	817	
Jewelers.....			4				2	3		2	3		8	5				3		152	
Looksmiths.....					3			3		3			7			1				44	
Machinists.....	7	6	46		40	14	7	39	7	160	262		96	28	9	1	9	6	4	2,272	

Marines.....	17	5	20	1	13	83	4	67	2	1,288	71	2	1,031	85	1	3	6	110	18	5,229	12
Masons.....	1	.....	28	.....	3	18	.....	.....	1	1	40	1	139	30	1	.....	10	3	9	1,204	.....
Mechanics (not specified)	1	.....	47	.....	8	5	3	10	2	1	39	.....	167	30	1	.....	5	6	4	1,832	.....
Metal workers (other than iron, steel, and tin).....	3	1	2	.....	7	.....	3	2	.....	.....	30	.....	4	2	2	.....	2	.....	.....	289	.....
Millers.....	1	.....	.....	.....	.....	.....	.....	.....	.....	15	11	.....	.....	.....	.....	.....	.....	.....	.....	349	.....
Miners.....	27	11	275	.....	46	4	3	69	10	318	34	.....	2	1	1	.....	5	.....	1	349	.....
Painters and glaziers.....	3	2	17	.....	9	9	3	12	2	197	52	.....	308	2	1	36	3	.....	10	2,678	.....
Pattern makers.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	8	.....	29	6	2	.....	2	.....	9	39	.....
Photographers.....	1	.....	6	.....	2	2	.....	4	.....	11	26	.....	.....	10	1	.....	2	.....	.....	156	.....
Plasterers.....	1	.....	2	.....	6	2	.....	.....	1	16	4	.....	1	.....	.....	.....	1	.....	.....	178	.....
Printers.....	1	.....	18	.....	1	1	.....	1	.....	33	36	.....	12	.....	.....	6	.....	1	.....	390	.....
Saddlers and harnessmakers.....	.....	.....	.....	.....	1	.....	.....	.....	.....	8	.....	.....	3	.....	1	.....	.....	.....	.....	42	.....
Seamstresses.....	3	1	75	.....	6	6	1	.....	.....	107	28	.....	45	.....	1	.....	.....	.....	3	2,512	.....
Shoemakers.....	9	2	28	.....	11	11	1	7	3	16	16	.....	45	9	6	4	2	12	10	1,172	.....
Shoemakers.....	9	2	28	.....	14	42	5	24	2	183	39	1	362	37	2	1	1	12	10	1,438	.....
Stonemasons.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	32	29	.....	44	.....	1	.....	.....	.....	2	249	.....
Tailors.....	5	3	44	.....	27	18	4	22	4	61	57	.....	41	10	8	3	5	8	8	2,591	5
Tanners and curriers.....	1	.....	2	.....	8	.....	.....	1	.....	7	14	.....	1	.....	.....	1	.....	.....	.....	54	.....
Textile workers (not specified).....	1	.....	.....	.....	.....	8	2	1	.....	15	11	.....	.....	1	1	1	.....	.....	.....	192	.....
Tinners.....	1	1	1	.....	1	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	189	.....
Tobacco workers.....	1	1	2	.....	3	.....	.....	.....	.....	9	4	.....	6	.....	1	.....	.....	.....	.....	26	.....
Upholsterers.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	4	.....	1	.....	1	.....	.....	.....	.....	65	.....
Watch and clock makers.....	1	.....	3	.....	3	1	1	2	.....	7	31	.....	4	2	.....	.....	.....	.....	.....	88	.....
Weavers and spinners.....	1	.....	.....	.....	.....	9	.....	.....	.....	18	2	.....	3	1	3	2	.....	.....	2	648	.....
Wheelwrights.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	1	19	.....
Wood workers (not specified).....	1	3	9	.....	9	13	1	14	2	161	298	.....	4	1	6	1	18	14	5	2,427	31
Other skilled.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	121	15	.....	.....	.....	.....	.....	.....	.....
Total.....	112	57	1,172	1	396	536	62	460	65	4,751	3,037	26	4,325	444	131	16	198	456	144	48,781	108
MISCELLANEOUS.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Agents.....	1	1	14	.....	4	8	1	8	.....	51	161	.....	29	7	22	8	8	12	3	1,342	3
Bankers.....	.....	.....	3	.....	1	1	1	13	.....	14	11	.....	13	.....	.....	.....	.....	1	.....	389	.....
Draymen, hackmen, teamsters.....	18	10	112	.....	65	624	38	65	89	2,049	281	5	1,047	2	10	89	4	13	364	22,328	1,776
Farm laborers.....	9	23	219	.....	42	28	10	91	127	1,024	703	2	206	51	9	1	56	29	15	7,764	1,03
Farmers.....	2	.....	.....	.....	.....	44	.....	.....	.....	113	21	1	17	.....	.....	.....	11	3	3	714	7
Fishermen.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	18	.....	.....	.....	.....	.....	.....	.....	.....	298	.....
Hotel keepers.....	115	40	2,559	.....	1	2,136	212	1,541	464	1,796	548	32	5,687	34	168	263	27	15	1,079	51,115	3
Laborers.....	.....	.....	6	.....	.....	.....	.....	.....	.....	.....	25	.....	5	.....	.....	.....	.....	.....	.....	238	.....
Manufacturers.....	1	7	457	.....	14	84	7	63	.....	288	139	6	789	366	212	17	9	61	19	6,568	366
Merchants and dealers.....	14	18	584	2	285	2,842	29	80	34	3,662	1,168	8	528	114	22	.....	69	89	103	31,885	14
Servants.....	17	12	312	.....	90	36	14	88	22	636	901	1	166	114	46	6	57	28	39	10,967	204
Other miscellaneous.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	178	111	4,271	3	1,445	5,806	312	1,959	738	9,675	4,019	55	8,489	713	462	406	249	262	1,626	133,801	2,476
No occupation (including women and children).....	1/8	255	10,707	5	1,228	3,793	130	1,078	403	4,468	5,638	158	1,917	1,153	376	31	301	564	297	104,418	3,016
Grand total.....	479	424	16,438	10	3,109	10,194	522	3,711	1,211	19,596	13,350	244	15,019	2,857	976	454	793	1,369	2,097	295,403	5,797

TABLE X-A.—*Emigrant aliens departed, fiscal year ended June 30, 1917, by occupations and races or peoples.*

Occupation.	African (black).	Armenian.	Bohemian and Moravian (Czech).	Bulgarian, Serb, and Montenegrin.	Chinese.	Croatian and Slovenian.	Cuban.	Dalmatian, Bosnian, and Herzegovinian.	Dutch and Flemish.	East Indian.	English.	Finnish.	French.	German.	Greek.	Hebrew.	Irish.	Italian (north).	Italian (south).	Japanese.	Korean.
PROFESSIONAL.																					
Actors.....					3						86		19	9	6		2	11	2	4	
Architects.....											4			1				2	1		
Clerk.....	2			1	5				6	1	62	1	18	3	1	2	17	2	3	8	
Editors.....	1								1		9	1	1	2		1					
Electricians.....									14		10		4				1				
Engineers (professional).....	2				4						74	5	15	5		1	1	4	1	7	
Lawyers.....									1		6	1	1	2		10	1	2			
Literary and scientific persons.....					1						12		10	4	1		1	1	1	2	
Musicians.....	1								2		12		10	76			1	32	5		
Officials (Government).....					8	3			3	1	15		18	18	1	1	1	4	3	19	
Physicians.....	2				4				6	1	18		11	4	1	2		8	6	4	
Physicians and artists.....	4								2		13		16	1	1	1	9	3	6	1	
Sculptors.....	7				5				3		50		33	41	3	1	2	1	3	15	1
Teachers.....	4				2				8		150	1	80	13	1	4	28	1	3	8	
Other professional.....											8		1								
Total.....	23		8	2	32	3	83		46	3	474	9	180	153	14	24	62	71	35	71	1
SKILLED.																					
Bakers.....	1				3						2		14	2		1	3	4	7		
Barbers and hairdressers.....				2					1		7		8		2	3		24	34	4	
Blacksmiths.....	1										8	1					5	1	6		
Bookbinders.....																	1				
Brewers.....				1										1							
Butchers.....					1				1		7		8		2	2	3	4	6		
Cabinetmakers.....											3										
Carpenters and joiners.....	13	2			1				9	1	52	12	23	3	1	1	15	13	35	3	
Cigarette makers.....				2																	
Cigar makers.....																					
Cigar packers.....	69																				
Clerks and accountants.....	9	1							1				1			1			1		
Dressmakers.....											471										
Engineers (locomotive, marine, and stationary).....	16				8	1			14		215	3	87	41	11	13	44	37	25	9	1
Furriers and fur workers.....									1		15		25	3		9	6	5	21	1	
Gardeners.....											39	4	7	3			4	3			
Hat and cap makers.....	2				1				6		19		4	3			5	5			
Iron and steel workers.....											13	4	1		1	3	4	2			
Jewelers.....											8				1	1	3	1			
Looksmiths.....					1				1												

TABLE X-A.—*Emigrant aliens deported, fiscal year ended June 30, 1917, by occupations and races or peoples—Continued.*

Occupation.	Lithuanian.	Hungarian.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Rumanian.	Russian.	Ruthenian (Rus- sian).	Scandinavian (Nor- wegian, Danish, and Swedish).	Scottish.	Slovak.	Spanish.	Spanish Amer- ican.	Syrian.	Turkish.	Welsh.	West Indian (ex- cept Cuban).	Other peoples.	Not specified.	Total.	Deported from Philippines.
PROFESSIONAL.																						
Actors.....								6	1	7	4		13	5				1	2		154	7
Architects.....			9					3	1	6	1		1								22	
Clergy.....			3					3	1	3	2		32	2			3	3	1		192	45
Editors.....						1		7		3	2										32	
Electricians.....	1							10		8	6										59	
Engineers (professional).	1					13		25		46	12		2	1			1	2			270	16
Engineers (mechanical).								2		2	1		4	6				2			46	
Lawyers.....								12		2	3		3								53	
Literary and scientific persons.								3		2	1		5	1			1	1			89	
Musicians.....			5					4	1	3	1	1	9	18		2					231	
Officials (Government).								1		4	1		4	16				3	1		112	3
Physicians.....			2					1	1	1	2		4	2							62	
Sculptors and artists.		1						6	1	10	9		4	4							243	
Teachers.....			9					3		6	4		5	4							345	5
Other professional.			2					14		26	43		11	4				5				
Total.....	2	28	44		8	26	1	95	1	138	82	1	97	77		2	5	20	4		1,930	84
SKILLED.																						
Bakers.....			2					7		8	1		8								68	
Barbers and hairdressers.			3			3		1		4	1		5			1		1			108	2
Blacksmiths.....								14		13	6		1				1				56	
Bookbinders.....								1		1											3	
Brewers.....								1		1											3	
Butchers.....								1		4	3						1				44	
Cabinetmakers.....								2		8											21	
Carpenters and joiners.			3					34		207	18		19				1	14	5		501	65
Cigar makers.....						1	2	1													2	
Cigar makers.....	1		2										140								687	
Cigar packers.....																					2	
Cigar pack accountants.		4	23			3		30		80	53		74	17		5	2	28	6		924	58
Cookstoves.....						1		19		8	4		2				2	16	1		159	
Crofters.....								22													150	1
Engineers (locomotive, marine, and stationary).		1	6			1		2		30	9		2	4			2				6	
Furriers and fur workers.										8	3		6								73	
Gardeners.....								9													13	
Hat and cap makers.										23	6		3								69	
Iron and steel workers.			1		2			11		6	1										22	
Jewelers.....								4		4			1								2	
Locksmiths.....								1														

Mechanists.....	2	1	1	2	1	162	9	60	20	6	2	1	2	4	1	412
Mariners.....	1	1	1	20	1	146	4	1	4	26	8	5	2	3	1	463
Masons.....	1	1	1	1	1	22	5	1	5	1	1	1	1	1	1	28
Mechanics (not specified).....	5	2	2	7	1	169	4	169	228	3	46	5	1	13	14	1,542
Metal workers (other than iron, steel, and tin).....	2	2	2	2	2	5	1	4	1	1	2	1	1	1	1	3,356
Millers.....	1	1	1	1	1	4	1	1	1	1	1	1	1	1	1	26
Miners.....	12	2	2	1	1	74	4	63	67	168	1	1	1	2	1	7
Painters and glaziers.....	2	2	2	2	2	19	42	2	2	2	1	1	1	1	1	23
Pattern makers.....	2	2	2	2	2	4	1	2	2	1	1	1	1	1	1	1,049
Photographers.....	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	123
Plasterers.....	1	1	1	1	1	11	1	1	1	1	1	1	1	1	1	4
Plumbers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	16
Printers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	10
Saddlers and harness makers.....	3	3	3	3	3	7	3	7	3	1	1	1	1	1	1	21
Seamstresses.....	3	3	3	3	3	10	7	10	7	99	1	1	1	1	1	21
Shoemakers.....	1	1	1	1	1	7	7	7	7	5	1	1	1	1	1	21
Stokers.....	1	1	1	1	1	39	1	15	2	1	8	2	1	2	4	48
Stonecutters.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3
Tailors.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	74
Tanners and curriers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	119
Textile workers (not specified).....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	163
Tinners.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	45
Tobacco workers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	45
Upholsters.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	85
Watch and clock makers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	19
Weavers and spinners.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	5
Wheelwrights.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	5
Woodworkers (not specified).....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	85
Other skilled.....	16	7	67	25	139	8	758	4	1,008	497	10	696	39	14	3	4
Total.....	16	7	67	25	139	8	758	4	1,008	497	10	696	39	14	3	326
MISCELLANEOUS.																
Agents.....	5	5	5	5	5	13	1	15	13	26	8	5	2	3	1	185
Bakers.....	3	3	3	3	3	2	1	3	2	4	1	1	1	1	1	357
Draymen, hackmen, and teamsters.....	1	1	1	1	1	128	386	49	7	1	1	1	1	1	1	54
Farm laborers.....	1	1	1	5	1	7	128	2	49	1	7	1	1	7	6	37
Fishermen.....	1	16	63	6	53	201	2	674	80	108	6	1	1	9	1	1,869
Fishermen.....	1	1	1	23	1	1	1	47	1	1	1	1	1	9	6	2,801
Hotel keepers.....	10	2	98	39	617	13	4,217	1	684	100	6	1,428	8	16	23	545
Hotel workers.....	2	133	4	1	21	100	82	4	82	4	2	2	2	6	17	116
Manufacturers.....	2	27	4	70	2	596	204	5	596	204	5	73	29	21	394	24,801
Merchants and dealers.....	2	27	4	70	2	596	204	5	596	204	5	73	29	21	394	24,801
Seamstresses.....	2	27	4	70	2	596	204	5	596	204	5	73	29	21	394	24,801
Other miscellaneous.....	12	37	267	58	817	33	4,809	7	2,598	640	11	2,209	172	55	32	38
Total.....	8	51	351	4	28	331	19	731	9	806	499	12	522	324	41	40
No occupation (including women and children).....	38	123	759	4	119	1,313	61	6,393	21	4,550	1,618	34	3,594	612	110	370
Grand total.....	38	123	759	4	119	1,313	61	6,393	21	4,550	1,618	34	3,594	612	110	40

¹ Departed via Canadian border. Reported by Canadian Government as Canadians.

TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by States of intended future residence and occupations. ¹

Occupation.	Ala.	Alaska.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
PROFESSIONAL.																		
Actors.....					62		2			12		2		26				
Architects.....			1		13		1			1				10				
Chermy.....	5	2	2		64	5	5		10	6	3	15	3	45	8	3	4	2
Editors.....					9		2		1					4	1			
Electricians.....		2	5		30	5	6			5			1	27	3	1		
Engineers (professional).....	7	5	6		75	4	7		7	1	2	2	1	35	1	2		
Lawyers.....					23				1	3	1	1		4				
Literary and scientific persons.....					21		3		4					5				
Musicians.....			5	1	33	2				2				19				
Officials (Government).....	1				40	2	2		2	113	1	1		12				
Physicians.....	1		3		44	2	4		3	7		3		11	2			
Sculptors and artists.....					12		3		1			2		21				
Teachers.....	2	2	10	2	147	8	22		15	5	2	38	2	91	8		4	7
Other professional.....		2	3	1	91	4	20		4	6	1	144	2	61	5	6	3	4
Total.....	17	13	35	4	664	33	80	4	162	47	9	212	9	371	28	21	14	6
SKILLED.																		
Bakers.....					30	1	11			9	1			23	5			
Barbers and hairdressers.....		1	18		34		18		2	7		2		30	4		1	
Blacksmiths.....	1	1	10		14	2	22		1	6		3		20	4	6		
Bookbinders.....														3				
Butchers.....		1	2		21	1	13		1	1		1	1	25	1	5		
Cabinetmakers.....					3		3							10				
Carpenters and joiners.....	9	12	73	2	124	9	93		1	89	1	27	13	141	11	19	4	
Cigar makers.....					2					564				15				
Cigar packers.....										19				6				
Clerks and accountants.....	7	4	65	4	467	19	107		25	197	7	21	19	379	21	32	8	2
Dressmakers.....	2				80	6	66		1	5			3	85	9	3	2	
Engineers (locomotive, marine, and stationary).....		7	3	4	72	1	9		5	19	1	4	3	30	1	3		1
Furriers and fur workers.....					2					5				4	1			
Gardeners.....			4		30		10		2	1		1		14	3	1		
Hat and cap makers.....										7				3				
Iron and steel workers.....										1		1	3	37	4	2		
Jewelers.....			4		14	1	11		1	1				8				
Locksmiths.....			3		5		4			3				2				
Machinists.....	2	2	22		48	1	55		4	9		1	2	75	1		1	1
Mariners.....	21	2	4		172	7	38		2	240	14	22	3	38	4	6	1	2
Masons.....	1		32		16	3	44		1	10				36	10	4	1	5
Mechanics (not specified).....		1	6	1	24	2	24		2	26			2	16	3	2		1
Metal workers (other than iron, steel, and tin).....	1	1	1		7	1	6						1	4	2		1	
Millers.....			2		5		1		1					1	1		2	
Milliners.....					9	1	5			1	2			22				

Miners.....	2	245	392	92	22	8	4	1	56	89	14	7	11	1
Painters and glaziers.....	1		4	30	1	21	5	1	1	51	3	5		1
Pattern makers.....										8	1			
Photographers.....				14		1	1	1	2	1				
Plasterers.....	1	1	1	5	1	2	1			4	1	2		
Plumbers.....	2	1	1	5		1	1		1	11	1	1		
Printers.....				14	3	6	3		5	24	1	1		1
Saddlers and harnessmakers.....			5	2	1				1	2				
Seamstresses.....	3		6	36		70	15		29	83	7	2		
Shoemakers.....	2	31	8	31	1	41	2	2	1	38	6	3		
Stokers.....	1		1	35		15	30		1	19	1	4		1
Stonemasons.....				5		6				10	1			
Tailors.....	2		9	61	2	50	22	2	6	120	8	7		
Tanners and curriers.....				2	1	1				2	2			
Textile workers (not specified).....				2	1	6	1		1	13	2			1
Tinners.....				3		2	8							
Tobacco workers.....														
Upholsters.....			1			1				3				
Watch and clock makers.....				9		1				1				
Weavers and spinners.....			1	8	1	37	1		1	5	1	2		1
Wheelwrights.....				2		1								
Woodworkers (not specified).....				5		2								
Other skilled.....	3	11	7	129	8	44	17	36	6	115	8	6		3
Total.....	61	290	747	1,671	98	865	19	80	136	1,646	139	141	38	18
MISCELLANEOUS.														
Agents.....	3	2		120	6	8				3	47	4	6	1
Bankers.....				33		2		5			17			
Draymen, hackmen, and teamsters.....			1	9		6		2		2	5			
Farm laborers.....	6	13	116	942	129	829	11	12	2,134	128	864	123	187	31
Farmers.....	2	78	7	1,019	57	53	2	7	7	140	147	38	101	39
Fishermen.....	1	31		36	1	13			8	2	2			2
Hotel keepers.....				52	2	4				9				
Labors.....	39	105	1,112	2	943	126	1,632	29	21	130	1,648	293	190	68
Manufacturers.....				25		4		419	24	2	1			14
Merchants and dealers.....	3	5	44	2	964	13	43	3	9	2	10			3
Servants.....	25	14	79	3	826	76	1,201	32	67	50	1,543	100	181	36
Other miscellaneous.....	5	7	84	1,652	38	149	6	35	34	31	22	35	10	7
Total.....	88	182	1,515	39	6,666	448	3,943	83	233	498	4,802	598	702	191
No occupation (including women and children).....	124	95	3,136	28	7,363	398	2,501	88	917	380	3,871	430	471	387
Grand total.....	290	550	5,433	90	16,354	977	7,389	194	3,607	1,016	10,690	1,195	1,335	630

¹For intended future, permanent residence of immigrant aliens admitted in the Philippine Islands, see Table IX; for occupations of immigrant aliens admitted in the Philippine Islands, see Table X.

TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by States of intended future residence and occupations—Continued.

Occupation.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	Ohio.
PROFESSIONAL.																	
Actors.....	2	1	2	20	12	1	1	1	1	1	1	11	1	367	1	1	4
Architects.....	12	8	3	41	29	15	1	9	7	2	4	15	9	82	13	13	15
Cherry.....	3	3	1	6	3	4	1	1	1	1	1	1	1	185	1	1	4
Editors.....	2	5	2	21	96	14	14	6	4	2	5	10	1	192	71	5	4
Electricians.....	10	6	3	35	51	14	13	2	1	1	1	24	1	173	1	1	23
Engineers (professional).....	7	1	1	3	5	3	1	2	1	1	1	3	1	173	1	1	3
Lawyers.....	1	1	1	8	10	1	1	1	1	1	1	2	1	124	1	1	5
Literary and scientific persons.....	1	1	1	18	38	8	1	3	4	1	1	16	1	229	1	1	11
Musicians.....	4	1	3	25	2	1	1	1	1	1	1	2	2	269	1	1	2
Officials (Government).....	11	1	5	17	16	1	1	2	1	1	1	1	1	136	1	4	3
Physicians.....	1	1	4	9	11	1	1	1	1	1	1	6	1	213	1	1	3
Sculptors and artists.....	1	14	8	149	110	29	1	12	13	3	19	48	2	532	3	7	24
Teachers.....	11	8	9	107	117	20	1	5	6	6	2	9	1	511	1	4	24
Other professional.....	11	8	9	107	117	20	1	5	6	6	2	9	1	511	1	4	24
Total.....	70	44	44	466	509	113	4	44	46	15	6	37	177	3,856	5	38	124
SKILLED.																	
Bakers.....	3	6	3	68	75	10	1	1	3	2	1	7	1	337	1	1	3
Barbers and hairdressers.....	1	16	3	83	115	21	1	2	1	1	5	34	1	236	1	9	9
Blacksmiths.....	1	14	4	48	100	41	1	1	20	5	1	11	1	237	1	7	20
Bookbinders.....	1	1	1	8	3	1	1	1	1	1	1	5	1	15	1	1	1
Brewers.....	1	3	1	23	3	18	1	1	13	1	7	14	1	161	1	1	9
Cabinetmakers.....	1	1	1	9	28	11	1	1	1	1	1	1	1	101	1	1	1
Carpenters and joiners.....	24	70	11	381	683	145	1	9	124	6	45	133	5	1,260	1	36	57
Cement masons.....	1	1	1	1	1	1	1	1	1	1	1	1	1	8	1	1	1
Cheese makers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cigar makers.....	2	2	1	30	3	2	1	1	1	1	1	1	1	64	1	1	1
Clerks and accountants.....	62	79	19	516	1,572	241	3	41	63	16	31	214	3	3,570	8	30	152
Dressmakers.....	3	14	6	200	127	23	1	7	10	9	3	123	1	345	1	4	16
Engineers (locomotive, marine, and stationary).....	10	4	15	36	104	24	1	6	20	1	1	26	1	363	1	5	19
Furriers and fur workers.....	1	1	1	7	13	2	1	1	1	1	1	1	1	102	1	1	12
Gardeners.....	1	1	1	21	28	8	1	1	1	1	1	1	1	136	1	1	10
Hat and cap makers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	83	1	1	1
Iron and steel workers.....	1	4	2	41	177	33	1	1	9	1	2	19	1	284	1	1	6
Laborers.....	1	1	1	6	11	1	1	2	1	1	1	4	1	20	1	1	1
Locksmiths.....	1	1	1	3	2	1	1	1	1	1	1	1	1	1	1	1	1
Machinists.....	15	12	14	182	571	52	1	8	21	7	25	66	1	699	1	3	59
Masons.....	80	9	147	379	100	10	10	6	6	2	6	11	1	2,546	3	4	55
Mechanics.....	7	3	2	69	183	21	1	6	26	1	1	6	1	335	1	2	33
Mechanics (not specified).....	7	4	2	31	106	6	1	4	9	1	2	30	1	374	1	1	14

	4	20	80	6	4	2	3	89	3	2	
Metal workers (other than iron, steel, and tin).....	1	4	20	80	6	4	2	3	1	2	6
Millers.....	1	2	13	4	4	1	1	15	1	1	1
Milliners.....	2	2	50	5	5	3	9	143	2	2	8
Miners.....	27	62	352	48	5	2	8	159	10	28	28
Painters and glaziers.....	4	2	168	32	2	5	1	270	8	21	21
Pattern makers.....	1	1	10	1	1	1	1	11	1	1	1
Photographers.....	3	1	11	2	2	1	6	60	1	1	1
Plasterers.....	3	14	72	15	2	2	2	24	2	4	4
Plumbers.....	3	27	100	14	1	1	1	78	4	2	2
Printers.....	1	13	76	8	1	1	1	161	9	9	9
Saddlers and harnessmakers.....	3	4	12	2	2	1	4	29	2	4	4
Seamstresses.....	3	5	190	30	1	4	14	508	2	2	2
Shoemakers.....	3	13	72	12	1	1	17	37	1	1	1
Stokers.....	16	39	50	18	5	14	3	831	1	1	1
Stonecutters.....	8	28	21	8	2	2	12	84	2	6	6
Tailors.....	6	213	200	36	10	3	2	1,344	2	2	2
Tanners and curriers.....	5	6	5	1	5	15	3	27	1	1	1
Textile workers (not specified).....	1	44	15	1	1	1	1	45	1	1	1
Tinners.....	1	14	37	7	1	1	4	53	9	9	9
Tobacco workers.....	1	2	4	4	1	1	1	9	1	1	1
Updaters.....	3	3	19	1	1	1	1	24	1	1	1
Watch and clock makers.....	7	7	9	4	4	3	3	38	1	1	1
Weavers and spinners.....	54	169	20	6	1	1	37	127	1	1	1
Wheelwrights.....	2	1	2	2	1	2	2	5	1	1	1
Woodworkers (not specified).....	4	9	54	5	5	1	64	42	1	1	1
Other skilled.....	9	17	333	58	5	23	4	914	3	10	10
Total.....	292	403	3,418	6,043	1,008	18	36	15,551	44	19	174
MISCELLANEOUS.											
Agents.....	9	7	53	252	33	1	1	468	1	7	24
Bankers.....	1	11	64	4	1	1	1	115	3	7	7
Draymen, hackmen, and teamsters.....	7	354	2,572	61	92	584	80	4,455	3	249	777
Farm laborers.....	15	291	316	483	46	820	46	1,891	3	309	135
Fishermen.....	12	307	26	17	1	1	5	102	7	1	1
Hotel keepers.....	3	10	35	15	1	12	2	70	1	1	1
Laborers.....	88	5,122	5,058	990	283	337	74	14,280	18	180	1,409
Manufacturers.....	1	1	15	2	3	1,169	3	12	1	1	1
Merchants and dealers.....	84	15	198	41	3	9	9	3,483	4	11	65
Servants.....	44	426	6,070	670	4	69	50	1,528	13	10	184
Other miscellaneous.....	28	275	737	229	6	12	10	2,994	3	33	183
Total.....	277	6,486	20,556	10,338	3,091	20	254	37,231	41	985	3,311
No occupation (including women and children).....	631	1,940	329	10,366	9,517	2,195	85	25,001	662	67	2,619
Grand total.....	1,270	8,878	911	29,005	26,407	6,412	71	84,689	1,322	1,848	6,908

TABLE XI.—Immigrant aliens admitted, fiscal year ended June 30, 1917, by States of intended future residence and occupations—Continued.

Occupation.	Okla.	Oreg.	Pa.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Utah.	Vt.	Va.	Virg. Is.	Wash.	W. Va.	Wis.	Wyo.	Total.
PROFESSIONAL.																		
Actors.....			6		8	5							1	7				576
Architects.....		1	4													6		157
Clergy.....	4	4	43	7	43	3	1	2	1	1	2	4		8		3		716
Editors.....		1	3											30	3	5		116
Electricians.....		2	13			2			10					4				526
Engineers (professional).....	1	3	47	1	1	5	5		2	13	1	1	1	45		4		1,233
Lawyers.....		1	3	1	1	2	2		3					5				252
Literary and scientific persons.....		9			3									4	1			214
Musicians.....	1		14		2	4			18					4		2		449
Officials (Government).....		1	9		9				3					10		1		528
Physicians.....		1	16		3	2			1	8			5	12		1		326
Sculptors and artists.....		2	4		1	1								11		3		301
Teachers.....	5	16	53		4	15	3	2	5	41	3	11	3	3	1			1,583
Other professional.....	2	10	67		1	5	1	3	1	24	1	5	7	57	2	6	1	1,426
Total.....	13	42	291	7	73	47	5	7	10	147	6	22	25	301	9	46	3	8,403
SKILLED.																		
Bakers.....			17		3	15		2										777
Barbers and hairdressers.....		6	16		1	0			28	1	3			37	7	5		817
Blacksmiths.....		4	16		1	9			18	3				62	2	5	2	771
Bookbinders.....	1	9	29		1				1	2	6	1		58	2	9	1	153
Brewers.....			4															15
Butchers.....		2	19			4			11	1	6	1		45		2		514
Cabinetmakers.....		7												5				143
Carpenters and joiners.....		7												5				4,282
Cigarette makers.....	4	32	128		3	37	1	4	2	63	11	16	15	268	12	38	2	12
Cigar makers.....																		750
Cigar packers.....			4					1			5			2	1	1		58
Clerks and accountants.....		2																9
Dressmakers.....	11	48	208		30	62	1	11	8	14	35	21		502	20	57	10	2,012
Engineers (locomotive, marine, and stationary).....	1	6	101		2	24	1	2	1	8	8			95	6	14		2,031
Furriers and fur workers.....		5	21		2	4	1	1	12	3	2	19		131		8	3	979
Gardeners.....			2						1									145
Hatters.....		3	15			2		1		1	2	2		18	1	4	1	353
Hat and cap makers.....														2				121
Iron and steel workers.....		1	40			8		1	10	3	6			83	2	8		817
Jewelers.....		7				3								14				152
Locksmiths.....	1		3							1								44
Machinists.....		8	75			19	1		22	3	10	5		134	4	20	1	2,273
Mariners.....	1	23	237		35	60	10	2	1	45	3	2	538	214	10	9		5,226
Masons.....	2	2	104		1	13			15	3	4	4		20	11	9	1	1,204
Mechanics (not specified).....		3	48		5	5			23	1	3		1	38		2		832

Metal workers (other than iron, steel, and tin).....	280	1	2	8	5	1	1	2	1	1	1	29	2	2	2	2	280		
Millers.....	69	1	2	3	1	6	1	4	2	1	2	14	3	2	2	2	69		
Milliners.....	346	1	19	62	2	2	4	20	11	4	4	552	24	36	1	346			
Miners.....	2,678	1	5	28	1	8	1	2	10	2	2	33	2	2	2	2	2,678		
Painters and glaziers.....	839	1	1	1	3	1	1	1	1	1	1	3	1	1	1	1	839		
Pattern makers.....	36	1	1	1	3	1	1	1	1	1	1	8	1	1	1	1	36		
Photographers.....	150	1	1	6	4	4	1	1	1	1	1	6	1	1	1	1	150		
Plasterers.....	178	1	2	1	2	2	2	3	3	2	2	44	3	2	3	2	178		
Plumbers.....	336	1	5	6	3	3	2	7	2	1	1	19	3	2	3	3	336		
Printers.....	402	1	1	1	3	1	1	1	1	1	1	19	3	2	3	3	402		
Saddlers and harness makers.....	79	1	1	1	1	1	1	1	1	1	1	3	1	1	1	1	79		
Seamstresses.....	2,512	1	4	142	10	24	1	31	4	6	5	24	5	7	7	7	2,512		
Shoemakers.....	1,173	2	73	3	14	2	1	11	3	3	4	102	18	3	3	3	1,173		
Stokers.....	1,438	3	43	7	2	14	1	3	28	1	5	58	3	3	3	3	1,438		
Stonecutters.....	249	1	1	1	1	1	1	1	1	1	1	6	3	10	1	1	249		
Tailors.....	2,591	3	139	5	14	1	2	2	34	4	1	6	65	3	10	1	2,591		
Tanners and curriers.....	64	1	1	1	22	1	1	1	1	2	2	1	1	1	1	1	64		
Textile workers (not specified).....	192	1	5	7	2	2	1	1	1	2	2	6	1	4	1	1	192		
Tinners.....	169	1	1	1	1	1	1	1	1	1	1	3	1	1	1	1	169		
Tobacco workers.....	65	1	1	1	1	1	1	1	1	1	1	4	1	1	1	1	65		
Upholsterers.....	88	1	1	2	1	1	1	1	1	1	1	5	2	2	2	2	88		
Watch and clock makers.....	648	1	1	26	60	1	1	3	4	4	13	2	2	2	2	2	648		
Weavers and spinners.....	19	1	1	2	2	1	1	1	1	1	1	5	1	1	1	1	19		
Wearwrights.....	147	1	14	88	8	20	1	13	3	13	26	118	10	16	1	1	147		
Woodworkers (not specified).....	2,427	1	14	88	8	20	1	13	3	13	26	118	10	16	1	1	2,427		
Other skilled.....	147	1	14	88	8	20	1	13	3	13	26	118	10	16	1	1	147		
Total.....	48,781	31	218	1,754	119	461	17	42	19	568	96	202	756	1	2,696	131	307	24	48,781
MISCELLANEOUS.																			
Agents.....	9	28	5	1	5	4	1	3	12	3	6	4	113	6	1	1	1	1	1,342
Bankers.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1,183
Draymen, hackmen, and teamsters.....	7	129	1,883	12	310	2	2	8	69	118	168	51	455	1	1	1	1	1	399
Farm laborers.....	25	229	89	13	82	1	48	9	141	45	175	20	1,040	6	102	48	7,764	7,764	22,328
Farmers.....	25	229	89	13	82	1	48	9	141	45	175	20	1,040	6	102	48	7,764	7,764	22,328
Fishermen.....	2	12	2	11	11	1	2	2	3	2	3	1	93	4	1	1	1	1	714
Hotel keepers.....	8	3	3	3	3	3	1	1	1	1	1	1	42	1	1	1	1	1	298
Laborers.....	21	147	3,029	68	791	9	29	17	1,685	187	287	189	1,496	661	390	38	51,115	51,115	61,115
Manufacturers.....	1	1	1	1	1	1	1	1	1	1	1	9	1	1	1	1	1	1	238
Merchants and dealers.....	3	38	129	4	83	27	2	4	6	170	14	10	212	7	15	3	6,568	6,568	6,568
Merchants and dealers.....	24	103	2,125	2	65	773	3	68	6	421	88	106	553	139	296	26	31,886	31,886	31,886
Servants.....	9	106	241	3	10	85	2	6	8	186	36	91	24	1	777	16	74	9	10,967
Other miscellaneous.....	90	774	7,557	10	248	2,085	23	221	57	2,695	501	851	334	1	4,854	1,108	1,074	157	133,801
Total.....	118	844	5,001	3	190	1,893	22	156	89	5,678	362	1,118	281	3,991	447	870	125	104,418
No occupation (including women and children).....	252	1,878	14,603	20	630	4,496	67	426	175	9,088	965	2,193	1,396	3	11,842	1,995	2,297	309	286,403
Grand total.....	370	2,722	19,206	40	1,260	8,992	137	582	264	14,766	1,327	3,311	2,681	3	23,634	3,990	4,167	634	489,221

TABLE XI-A.—*Emigrant aliens departed, fiscal year ended June 30, 1917, by States of last permanent residence and occupations.*¹

Occupation.	Ala.	Alaska.	Ariz.	Ark.	Cal.	Colo.	Conn.	Del.	D. C.	Fla.	Ga.	Hawaii.	Idaho.	Ill.	Ind.	Iowa.	Kans.	Ky.
PROFESSIONAL.																		
Actors.....					11		4			2				3				
Architects.....					1													
Clergy.....					16	2	2		2	4	2	2		4	2	1	2	1
Editors.....					6		2							1				
Electricians.....	1				4		2			2				6				
Engineers (professional).....		1	4		17	2	2			1				3	1			1
Lawyers.....					2							1		3				
Literary and scientific persons.....					7		1			1				1				
Musicians.....					11					2				2				
Officials (Government).....					14	7	4		33	3				14	1			
Physicians.....					10	1			1	2				8				
Sculptors and artists.....					3									2				
Teachers.....	2	2			27		5		6	3	1	7		16	3	1	1	
Other professional.....					22		7		6	2				2	1			
Total.....	3	3	4		151	12	29		48	23	3	12		81	9	4	3	2
SKILLED.																		
Bakers.....					6					3								
Barbers and hairdressers.....				1	7		5	1		6		3		3				
Blacksmiths.....					7	1				1		4		5		2		1
Bookbinders.....																		
Brewers.....					1													
Butchers.....					6		2							3	1	1		1
Cabinetmakers.....					2									1				
Carpenters and joiners.....					30	2	15	1	2	31	1	2		40	2	8		
Cigar makers.....					1													
Cigar packers.....					1					673								
Clerks and accountants.....					1													
Cooks.....					73	4	9	1	9	3	1	15		50	2	8	1	
Farmers.....					12		2			2				8				
Engineers (locomotive, marine, and stationary).....	1				12	1	1		1	2		1		9		1	1	
Furriers and fur workers.....																		
Gardeners.....					18	1	3			3		1	4	2		2		
Hat and cap makers.....					3	1	1							1				
Iron and steel workers.....					4		3							4	1			
Jewelers.....					1													
Locksmiths.....					13													
Machinists.....					28	2	23			1				43		4	2	
Masons.....	2		2		7		7	1	2	54		1		11	2	3		
Mechanics (not specified).....					1		4			3				13				
Metal workers (other than iron, steel, and tin).....				1	11	1	1							2		1		

TABLE XI-A.—*Emigrant aliens deported, fiscal year ended June 30, 1917, by States of last permanent residence and occupations—Continued.*

Occupation.	La.	Me.	Md.	Mass.	Mich.	Minn.	Miss.	Mo.	Mont.	Nebr.	N. H.	N. J.	N. Mex.	N. Y.	N. C.	N. Dak.	N. Ohio.
PROFESSIONAL.																	
Actors.....	5			2	1			1				1		91			1
Architects.....		1		3										11			2
Berry.....	9	1		17	3	3		1				3		64		1	3
Editors.....				7	3									18			1
Electricians.....	1	1		7	3	1						4		17			1
Engineers (professional).....	4	2		8	6	4		1		1		9		153			8
Lawyers.....	1			1										31			1
Literary and scientific persons.....	1													33			
Musicians.....				2	1							1		66			1
Officials (Government).....	8		1	2	1	4		5				8		104			13
Physicians.....	4		1	8	1					1		2		61			
Sculptors and artists.....	2			2										51			
Teachers.....	1	3		18	3						2	7		107			5
Other professional.....	4	1	3	26	2	6		2		1		8		169	1		7
Total.....	40	3	11	97	21	19		10	2	2	1	45		975	1	2	41
SKILLED.																	
Bakers.....	1			10	2	3		1				3		21			1
Barbers and hairdressers.....	2			8	1				1	1		1		53			
Blacksmiths.....			1	3	1				2			2		14			
Bookbinders.....														2			
Brewers.....														1			
Butchers.....	2	1		4	1			1		2		2		14			
Cabinetmakers.....				2						1		1		2			
Carpenters and joiners.....	1	5	2	27	13	33		1	7	6	1	22		158		7	9
Cigarette makers.....														2			
Cigar makers.....				1								2		8			
Clerks and accountants.....																	
Dressmakers.....	13	6	3	42	17	18		4	1	2	2	20		455			14
Engineers (locomotive, marine, and stationary).....		1		5	1	2						4		101			1
Furriers and fur workers.....	7	2	1	7	8	3			1			6		63			2
Gardeners.....				1										5			
Hat and cap makers.....	1		1	4		1			1		1	3		16			2
Iron and steel workers.....														8			
Jewelers.....				4	6	2			2			1		30			1
Locksmiths.....														1			
Machinists.....	1													1			
Mariners.....	10	1	3	35	53	10		1			4	15		107			13
Masons.....		1	1	37	3	6		1				7		241			3
Mechanics (not specified).....	2			4	4	2		2			1			32			3
				10	13	3		1				6		94		1	3

TABLE XI-A.—Emigrant aliens departed, fiscal year ended June 30, 1917, by States of last permanent residence and occupations—Continued.

Occupation.	Okla.	P. a.	P. I.	P. R.	R. I.	S. C.	S. Dak.	Tenn.	Tex.	Utah.	Vt.	Va.	Vrg. Is.	Wash.	W. Va.	Wis.	Wyo.	Un- known.	Total.
PROFESSIONAL.																			
Actors.....	4	1	24	5	1				3	1									154
Architects.....		2	19	1					5		2	3			1				22
Clergy.....		2	1				1									1			32
Editors.....		2	1													2			59
Electricians.....	1	25	1	1	2	1	1	1	2	1	1			1					270
Engineers (professional).....		1	1	1	1				3	1	1			1					46
Lawyers.....		1	1																53
Literary and scientific persons.....		3																	89
Musicians.....	1	1	2											4	1				251
Officials (Government).....	1	19	2	3							1					1			112
Physicians.....		2	6						1										62
Sculptors and artists.....		1	1								1								243
Teachers.....	1	17	10						2	1	1	4		2		2			345
Other professional.....		26							2				1	5		6			
Total.....	5	6	107	2	67	8	2	1	19	3	7	8	1	19	2	12			1,930
SKILLED.																			
Bakers.....	1	4	3																68
Barbers and hairdressers.....		8			2									1	1				108
Blacksmiths.....		9			1									1					56
Bookbinders.....		1																	3
Brewers.....		1																	3
Butchers.....		4																	44
Cabinetmakers.....		5																	21
Carpenters and joiners.....		2	5	7			2		4	1	2	3		7	1	11			501
Cigar and pipe makers.....		22																	2
Cigar makers.....		2																	687
Cigar packers.....		2	1																2
Clerks and accountants.....		24	1	45	7		1		8	2	1	2		14	1	2			924
Dressmakers.....		7	7							1		1		3					159
Engineers (locomotive, marine, and stationary).....		2		5															150
Furriers and fur workers.....		6													2	1			6
Gardeners.....		4																	73
Hat and cap makers.....		1			2									2					15
Iron and steel makers.....		1														2			69
Jewellers.....		7							1										22
Locksmiths.....		1																	2
Machinists.....		54	4		6														412
Machiners.....	2	54	7		10				2	1				8			1		469
Masons.....	5	13	1						2					13			1		27
Mechanics (not specified).....	5	8	13						2					4					3,157
Total.....	5	6	107	2	67	8	2	1	19	3	7	8	1	19	2	12			3,356

TABLE XI-B.—Immigrant aliens admitted during fiscal year ended June 30, 1917, by States of intended future residence and ports of entry.

Destination.	New York.	Boston.	Philadelphia.	Baltimore.	Canadian Atlantic seaports.	Portland, Me.	New Bedford, Mass.	Providence, R. I.	Newport News, Va.	Norfolk, Va.	Savannah, Ga.	Miami, Fla.	Key West, Fla.	GloUCEster, Mass.	Wilmington, N. C.	Charleston, S. C.	Brunswick, Ga.	Fernandina, Fla.	Jacksonville, Fla.
Alabama.....	95	3										1	12						
Alaska.....	31				3														
Arizona.....	293	2			3			4			1		23						
Arkansas.....	24																		
California.....	2,100	307	6		30		1	383	1	1			5						
Colorado.....	361	498											1						
Connecticut.....	5,411	1	1		2	1	27	97					4						
Delaware.....	130							17											
District of Columbia.....	543	12																	
Florida.....	176	17	2		8				1	2		1,107	89					7	10
Georgia.....	108	7									11	1	18				1		
Hawaii.....	18	6			2														
Idaho.....	299	5						5											
Illinois.....	6,547	380	10	3	0			10	1				30						
Indiana.....	693	84	1		19				2				3						
Iowa.....	823	27			5								1						
Kansas.....	208	1			1														
Kentucky.....	59	2											7						
Louisiana.....	82	1											14		1				
Maine.....	390	46			3	8	1	11					1						
Maryland.....	431	26	10	177				1	7	24	1		2		4				2
Massachusetts.....	11,080	5,327	5	2	11	2	662	3,468	10	3		1	11	1					
Michigan.....	3,728	104	2	1	62	3			5	1			9						
Minnesota.....	2,151	28	1	1	19								1						
Mississippi.....	20											1	2						
Missouri.....	769	44	1					3					14						
Montana.....	573	6			8								8						
Nebraska.....	319	9			1														
Nevada.....	244	9																	
New Hampshire.....	1,272	325							1										
New Jersey.....	7,257	370	12	1	1			13	2	3		1	4						2
New Mexico.....	84	1																	
New York.....	60,338	2,141	83	32	18	4	1	98	66	89	4	11	700	3	2			5	14
North Carolina.....	77																		
North Dakota.....	541		1		4														
Ohio.....	4,016	343	4					1		1			7						
Oklahoma.....	77		1																
Oregon.....	256	14			3				4				1						
Pennsylvania.....	11,456	887	132	10	4		1	69	16	17			34						
Philippine Islands.....	15				1														
Porto Rico.....	16																		

Rhode Island..	1,073	552	1	1	258	883	4					2			7	1		
South Carolina..	41	2																
South Dakota..	222	2		2														
Tennessee..	183	6																
Texas..	186	19		37														
Utah..	519	24		12														
Vermont..	183	21																
Virginia..	433	21	1															
Virgin Islands..	3																	
Washington..	723	22		11	1													
West Virginia..	1,461	119																
Wisconsin..	1,308	63	2	5														
Wyoming..	88	2		1														
Total.....	129,446	11,828	274	231	290	19	952	5,070	372	576	17	1,123	1,885	1	10	8	2	12
																		28

TABLE XI-B.—Immigrant aliens admitted during fiscal year ended June 30, 1917, by States of intended future residence and ports of entry—Contd.

Destination.	Boys Grande, Fla.	Tampa, Fla.	Pensa- cola, Fla.	Mobile, Ala.	New Or- leans, La.	Cal- ifor- nia, Tex.	Gulf port, Miss.	Pasca- goe, Miss.	San Fran- cisco, Cal.	Port- land, Oreg.	Seattle, Wash.	Can- adian Pacific sea- ports.	Alaska.	Can- adian border sta- tions.	Meri- can border sta- tions.	Hono- lulu, Hawaii.	Porto Rico.	Total.
Alabama.		6	1	34	40		1	12	1		1			69	14			290
Alaska.					1		3		53		13		460	85				580
Arizona.		102			333	5								96	4,499	1		5,433
Arkansas.		1			4									99				90
California.		14			172	41			5,814		974		13	5,009	1,250	04		16,354
Colorado.		4			32				29		127			335	57			7,977
Connecticut.		38			1				8		31			1,260		1	5	7,389
Delaware.					15						19			38				194
District of Columbia.					13									664				772
Florida.	1	1,466	1	1	3	2			8		3			32	13		2	4,869
Georgia.					1				1					12				192
Hawaii.					1									8				3
Idaho.					1									698		3,568		3,607
Illinois.					63	12			6		74		6	3,203	41	3		1,016
Indiana.		6	1		8	2			15		179			416				10,690
Iowa.					10				2		25			427	9		5	1,195
Kansas.					6	1			2		9			242	158			1,335
Kentucky.					941	50			5		10			32				630
Louisiana.		14		4	1			6						86	44			106
Maine.					3				5		3		1	8,408				1,270
Maryland.					6				12		13		1					8,878
Massachusetts.		20			9	4		2	83		91			8,766			5	911
Michigan.					7				34		124		1	22,286	4	1	2	29,606
Minnesota.		1			10	2			16		20		2	4,140	7			26,407
Mississippi.					18			1			14			5				6,412
Missouri.					35	5			16		14			364	41			71
Montana.		5			1				8		63		3	4,009				1,320
Nebraska.					2				23		25		1	233	3			4,690
Nevada.					1				20		50		1	55	5			619
New Hampshire.					4				29		31		1	2,664				381
New Jersey.				3	21	3								86			6	4,212
New Mexico.					23	28			593		1,004		1	29	771			8,554
New York.		890	1	5	223		3	1						17,698	56	13	211	84,932
North Carolina.		6			8				8		2			1,286				1,132
North Dakota.		4			3				5		29			28				1,848
Ohio.		13			12				62		103		1	2,320	28	1		6,908
Oklahoma.					20	1								125				1,252
Oregon.					2				29	10	294		3	1,250				1,878
Pennsylvania.					34	6			51		138			1,679	13	2	3	14,608
Philippine Islands.		21		1	2													20

Porto Rico.....	4																614	630
Rhode Island.....																	4	4,486
South Carolina.....			1															67
South Dakota.....																		426
Tennessee.....																		175
Texas.....			1															9,068
Utah.....			19															965
Vermont.....																		2,193
Virginia.....																		1,396
Virgin Islands.....																		3
Washington.....																		11,842
West Virginia.....																		1,695
Wisconsin.....																		2,297
Wyoming.....																		309
Total.....	1	2,636	5	53	2,191	307	10	22	7,299	10	4,955	865	559	104,466	15,389	3,654	867	295,403

TABLE XII.—Immigrant aliens admitted during specified periods, January 1, 1916, to June 30, 1917, by races or peoples and sex.

Race or people.	Year ended June 30, 1917.			6 months ended June 30, 1917.			6 months ended Dec. 31, 1916.			Year ended Dec. 31, 1916.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
African (black).....	4,192	3,779	7,971	2,150	1,505	3,655	2,042	2,274	4,316	3,332	3,327	6,659
Armenian.....	1,017	204	1,221	291	68	359	726	136	862	1,246	239	1,485
Bohemian and Moravian (Czech).....	1,171	156	1,327	66	56	122	105	100	205	226	269	495
Bulgarian, Serbian, and Montenegrin.....	1,050	84	1,134	331	19	350	719	65	784	2,054	144	2,198
Chinese.....	1,593	280	1,873	623	115	738	940	165	1,105	1,654	275	1,929
Croatian and Slovenian.....	1,220	85	1,305	102	23	125	118	62	180	277	1,485	1,762
Cuban.....	2,321	1,107	3,428	705	319	1,024	1,526	788	2,314	2,313	1,266	3,579
Dalmatian, Bosnian, and Herzegovinian.....	88	6	94	41	4	45	47	4	51	77	85	162
Dutch and Flemish.....	3,323	2,070	5,393	1,192	763	1,955	2,131	1,307	3,438	3,998	2,516	6,514
East Indian.....	64	5	69	17	1	18	47	4	51	71	9	80
English.....	15,981	16,265	32,246	6,264	5,516	11,780	9,687	10,769	20,456	18,397	18,999	37,396
Finnish.....	3,657	2,243	5,900	1,431	550	1,981	2,226	1,693	3,919	4,264	2,866	7,120
French.....	15,634	8,771	24,405	4,426	2,791	7,217	11,208	5,980	17,188	17,590	10,351	27,940
German.....	5,529	4,153	9,682	2,343	1,368	3,711	3,186	2,785	5,971	6,605	5,264	11,869
Greek.....	21,124	4,795	25,919	8,764	1,587	10,351	17,358	4,210	21,568	30,826	7,688	38,514
Hebrew.....	8,962	8,360	17,322	3,257	3,493	6,750	5,725	4,867	10,592	10,033	7,747	17,780
Irish.....	7,679	9,783	17,462	2,919	2,212	5,131	4,760	7,571	12,331	8,730	11,797	20,547
Italian (north).....	2,253	1,543	3,796	878	424	1,302	1,375	1,119	2,494	2,800	2,102	4,902
Italian (south).....	17,838	17,816	35,654	4,268	4,732	9,000	13,550	12,584	26,134	28,578	20,868	49,446
Japanese.....	4,162	4,763	8,925	2,266	2,565	4,831	1,866	2,198	4,064	3,699	4,667	8,366
Korean.....	75	119	194	26	66	92	49	53	102	98	107	205
Lithuanian.....	339	150	479	116	62	178	213	107	320	438	196	634
Magyar.....	209	225	434	73	85	158	136	136	276	311	424	785
Mexican.....	8,046	8,392	16,438	2,945	3,060	5,995	5,101	5,342	10,443	10,589	10,400	21,079
Pacific Islander.....	4	6	10	3	3	7	1	1	3	1	5	6
Polish.....	1,856	1,263	3,119	688	352	1,040	1,218	901	2,119	2,395	2,199	4,514
Portuguese.....	4,878	5,316	10,194	2,350	1,846	4,196	2,528	3,470	5,998	7,008	5,847	12,855
Romanian.....	4,398	124	4,522	184	43	227	214	81	295	324	324	648
Roumanian.....	2,758	953	3,711	1,072	287	1,359	1,686	666	2,352	3,823	1,104	4,927
Ruthenian (Russiak).....	2,925	286	3,211	397	137	534	558	149	707	961	273	1,233
Russian.....	12,121	7,475	19,596	4,656	1,995	6,651	7,465	5,480	12,945	14,150	9,149	22,099
Scandinavian (Norwegians, Danes, and Swedes).....	6,603	6,747	13,350	2,557	2,260	4,817	4,046	4,497	8,543	7,437	7,674	15,131
Scottish.....	6,124	1,702	7,826	51	35	86	83	73	155	183	245	428
Slovak.....	13,317	11,717	25,034	7,885	718	8,603	5,452	988	6,420	10,726	7,117	12,443
Spanish.....	1,906	1,681	3,587	981	323	1,304	975	358	1,333	1,636	643	2,980
Spanish American.....	1,046	286	1,332	294	126	420	396	150	556	636	265	901
Syrian.....	434	20	454	56	63	119	378	13	391	514	20	534
Turkish.....	454	339	793	159	110	269	295	229	524	544	412	956
Welsh.....	722	647	1,369	337	271	608	385	376	761	616	655	1,271
West Indian (except Cuban).....	1,772	325	2,097	462	78	540	1,310	247	1,557	3,573	414	3,987
Other peoples.....	174,479	120,924	295,403	62,666	38,984	101,650	111,811	81,992	193,803	213,076	142,691	355,767
Total.....	174,479	120,924	295,403	62,666	38,984	101,650	111,811	81,992	193,803	213,076	142,691	355,767

TABLE XII-A.—*Emigrant aliens departed during specified periods, January 1, 1916, to June 30, 1917, by races or peoples and sex.*

Race or people.	Year ended June 30, 1917.			6 months ended June 30, 1917.			6 months ended Dec. 31, 1916.			Year ended Dec. 31, 1916.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
African (black).	915	582	1,497	437	282	719	478	300	778	877	578	1,450
Armenian.....	126	7	133	61	6	66	76	2	77	192	3	195
Bohemian and Moravian (Czech).....	52	7	59	28	5	33	29	2	31	34	12	46
Bulgarian, Serbian, and Montenegrin.....	312	13	325	235	6	240	77	8	85	96	11	109
Chinese.....	1,735	64	1,799	889	32	921	886	32	918	1,769	65	1,834
Croatian and Slovenian.....	18	6	24	6	6	12	12	6	18	25	22	47
Cuban.....	1,625	770	2,395	574	222	796	1,051	548	1,599	1,516	746	2,262
Dalmatian, Bosnian, and Herzegovinian.....	3	3	6	1	1	2	2	2	4	2	2	4
Dutch and Flemish.....	541	201	742	266	77	343	285	124	409	535	218	753
East Indian.....	135	1	136	22	1	23	113	1	113	143	1	144
English.....	3,494	2,822	6,316	1,523	876	2,399	1,977	1,112	3,091	3,638	3,399	7,037
Finnish.....	1,057	199	1,256	680	87	767	471	11	772	660	208	868
French.....	1,587	1,242	2,829	882	533	1,415	705	679	1,384	1,878	1,212	3,090
German.....	1,440	327	1,767	282	151	433	158	176	334	2,740	383	3,123
Greek.....	1,982	100	2,082	615	16	631	1,467	94	1,561	2,740	174	2,914
Hebrew.....	228	101	329	167	56	223	61	45	106	106	70	176
Irish.....	815	921	1,736	299	162	461	516	769	1,285	838	1,164	1,902
Italian (north).....	3,057	421	3,478	383	109	492	2,674	312	2,986	3,840	562	4,402
Italian (south).....	8,819	1,197	10,016	2,818	251	3,069	6,001	946	6,947	10,384	1,680	12,064
Japanese.....	681	141	822	245	60	305	386	81	467	596	149	745
Korean.....	41	4	45	12	4	16	29	4	33	42	6	48
Lithuanian.....	32	6	38	26	4	30	6	2	8	7	2	9
Magyar.....	46	77	123	39	21	60	6	2	8	25	228	253
Mexican.....	511	245	756	244	115	359	267	133	400	418	219	637
Pacific Islander.....	4	4	8	4	4	8	4	4	8	4	4	8
Polish.....	87	32	119	37	11	48	50	21	71	95	84	179
Portuguese.....	946	367	1,313	351	112	463	565	265	830	890	405	1,295
Romanian.....	44	17	61	20	4	24	24	13	37	43	40	83
Russian.....	5,716	677	6,393	2,867	411	3,278	2,829	266	3,095	4,714	503	5,217
Ruthenian (Rusniak).....	10	11	21	8	7	15	2	4	6	2	18	20
Scandinavian (Norwegians, Danes, and Swedes).....	3,182	1,868	5,050	1,276	343	1,619	1,907	1,025	2,924	3,011	1,829	4,840
Slovak.....	879	739	1,618	394	175	569	495	1,064	1,559	933	1,004	1,937
Spanish.....	3,090	434	3,524	1,253	111	1,364	1,837	275	2,112	2,684	425	3,109
Spanish American.....	367	245	612	199	132	331	168	113	281	352	189	541
Syrian.....	85	25	110	43	11	54	42	14	66	72	28	99
Turkish.....	47	7	54	33	5	38	14	2	16	28	9	37
Welsh.....	78	52	130	36	9	44	43	43	86	95	59	154
West Indian (except Cuban).....	258	262	520	135	119	254	123	143	266	251	258	509
Other peoples.....	482	22	504	176	11	186	307	11	318	545	21	566
Not specified ¹	4,987	4,111	9,098	2,182	1,545	3,727	2,905	2,566	5,471	5,355	4,564	9,919
Total	48,427	17,850	66,277	19,498	6,165	25,663	28,929	11,685	40,614	49,180	20,545	69,725

¹ Departed via Canadian border. Reported by Canadian Government as Canadians.

TABLE XIII.—*Sex, age, literacy, financial condition, etc., of nonimmis*

Race or people.	Number ad- mit- ted.	Sex.		Age.			Literacy, 14 years and over.					
		Male.	Fe- male.	Under 14 years.	14 to 44 years.	45 years, and over.	Can read but can not write.		Can neither read nor write.		Total.	
							Male.	Fe- male.	Male.	Fe- male.		
African (black).....	3,431	2,238	1,193	170	2,957	304	1	9	422	137	569	
Armenian.....	119	111	8	3	115	1			2	1	3	
Bohemian and Moravian (Czech).....	52	33	19	2	41	9						
Bulgarian, Servian, and Montenegrin.....	43	37	6		38	5			5	1	6	
Chinese.....	913	887	26	9	400	504			19	7	26	
Croatian and Slovenian.....	7	5	2		7					1	1	
Cuban.....	4,951	3,249	1,702	622	3,539	790			10	8	18	
Dalmatian, Bosnian, and Herzegovinian.....	4	4			2	2						
Dutch and Flemish.....	2,096	1,487	609	274	1,543	279			4	1	5	
East Indian.....	50	49	1	1	45	4			11	1	12	
English.....	11,286	6,542	4,744	971	7,167	3,148	1		17	6	24	
Finnish.....	477	288	189	81	371	25	1		1		1	
French.....	3,057	2,077	980	165	2,330	562	1		31	6	38	
German.....	1,534	994	540	135	1,107	292			1	2	3	
Greek.....	539	469	70	37	455	47			35	16	51	
Hebrew.....	717	459	258	99	518	100		2	6	17	25	
Irish.....	2,136	1,129	1,007	91	1,539	506	2	1	5	2	10	
Italian (north).....	622	428	194	45	466	111			4	3	7	
Italian (south).....	1,884	1,407	477	261	1,271	352	1		386	146	533	
Japanese.....	4,363	3,676	687	123	3,800	440			66	50	116	
Korean.....	9	7	2	1	7	1			2		2	
Lithuanian.....	23	23			22	1						
Magyar.....	15	10	5		9	6						
Mexican.....	9,442	5,596	3,846	1,210	6,910	1,322	4	19	1,297	1,192	2,512	
Pacific Islander.....	16	9	7	2	11	3			1	1	2	
Polish.....	101	72	29	3	87	11	1		9	2	12	
Portuguese.....	410	273	137	22	285	103			59	47	106	
Roumanian.....	46	34	12		40	6				1	1	
Russian.....	391	304	87	20	313	58	2		10	4	16	
Ruthenian (Russniak).....	13	12	1		13				1		1	
Scandinavian.....	6,547	4,289	2,258	437	5,446	664			6	2	8	
Scotch.....	2,779	1,546	1,233	236	1,819	724	1		2	4	7	
Slovak.....	11	8	3		10	1						
Spanish.....	4,761	3,825	936	311	3,732	718	2	3	62	16	83	
Spanish American.....	2,046	1,405	641	210	1,559	277			13	6	19	
Syrian.....	392	326	66	33	314	45			10	16	26	
Turkish.....	55	45	10	8	42	5			6	1	7	
Welsh.....	242	165	77	18	161	63						
West Indian (except Cuban).....	1,731	1,090	641	137	1,277	317		1	20	7	28	
Other peoples.....	163	126	37	24	126	13			42	3	45	
Total.....	67,474	44,734	22,740	5,761	49,894	11,819	16	35	2,565	1,707	4,323	
Admitted in Philippine Islands.....	6,272	5,985	287	124	4,310	1,838					2,321	

grant aliens admitted, fiscal year ended June 30, 1917, by races or peoples.

Money.		Total amount of money shown.	By whom passage was paid.			Going to join—			Admitted in Philip- pine Islands.
Aliens bringing—			Self.	Relative.	Other than self or relative.	Relative.	Friend.	Neither relative nor friend.	
\$50 or over.	Less than \$50.								
828 22	1,957 75	\$123,781 7,557	2,701 111	546 8	184	1,420 53	332 38	1,679 28	.....
38	9	4,138	39	12	1	18	5	29	.....
33	10	4,468	40	2	1	11	8	24	.....
187	648	32,909	868	37	8	243	451	219	5,277
2	5	229	7	.....	.....	4	1	2	.....
2,948	484	279,146	3,233	1,625	93	1,537	370	3,044	.....
1	1	93	4	.....	.....	1	2	1	.....
1,421	201	328,223	1,287	544	265	518	307	1,271	19
27	11	6,916	37	1	12	7	14	29	69
7,728	1,467	981,820	7,723	2,632	931	3,357	840	7,069	286
172	190	40,011	314	135	28	272	85	120	.....
1,637	814	298,172	2,060	432	565	1,171	278	1,608	19
1,033	222	185,640	1,020	274	240	456	195	883	1
261	198	48,856	442	74	23	246	113	180	.....
387	166	108,286	487	216	14	414	54	249	.....
1,136	687	179,218	1,669	329	138	950	235	951	1
410	123	78,216	436	119	67	231	83	308	.....
660	835	105,899	1,328	472	84	1,394	234	256	9
3,330	686	430,111	3,560	720	83	1,106	1,667	1,590	292
2	4	126	7	2	.....	5	1	3	.....
17	5	2,128	20	.....	3	3	2	18	.....
13	3	5,123	14	1	.....	9	.....	6	.....
2,103	3,810	415,925	6,567	2,742	133	4,865	486	4,091	.....
4	.....	300	3	7	6	3	2	11	.....
52	50	9,910	81	11	9	40	12	49	.....
154	183	49,849	281	101	28	217	38	155	33
64	10	21,631	34	8	4	14	7	25	.....
276	63	57,974	271	69	51	131	47	213	18
8	8	1,769	12	.....	1	2	7	4	.....
3,014	2,264	650,543	4,540	1,018	989	2,606	1,254	2,687	6
1,705	646	296,514	1,989	622	168	1,155	293	1,331	8
50	9	14,819	11	.....	.....	5	1	5	.....
3,199	664	576,050	3,678	738	345	1,294	796	2,672	196
1,651	82	247,245	1,327	585	134	428	317	1,301	.....
312	23	196,744	324	68	.....	105	58	229	1
37	6	10,493	42	13	.....	6	14	35	.....
151	44	19,457	172	39	31	74	17	151	.....
1,245	218	183,869	1,328	368	35	504	274	953	.....
46	29	12,536	113	33	17	74	39	50	38
36,364	16,905	6,006,692	48,180	14,603	4,691	24,949	8,976	33,549	6,272
.....

TABLE XIII-A.—Sex, age, and length of residence in United States of nonmigrant aliens departed, fiscal year ended June 30, 1917, by races or peoples.

Race or people.	Number departed.	Sex.		Age.		Continuous residence in the United States.					Residence outside United States.		Departed from Philippine Islands.
		Male.	Female.	Under 14 years.	14 to 44 years.	45 years and over.	Not over 5 years.	5 to 10 years.	10 to 15 years.	15 to 20 years.	Over 20 years.		
African (black).	2,075	1,468	607	129	1,741	205	52	23	20		2	1,978	
Armenian.	28	27	1		25	3	6		1			21	
Bohemian and Moravian (Czech).	36	20	16	4	28	4	10				1	24	
Bulgarian, Serbian, and Montenegrin.	148	133	15	6	120	22	4					144	
Chinese.	2,763	2,683	80	74	2,064	625	249	349	98	78	226	1,763	7,208
Croatian and Slovenian.	8	7	1				3	1				4	
Cuban.	6,832	4,506	2,326	748	5,134	950	265	12	2	2	1	6,550	
Dalmatian, Bosnian, and Herzegovinian.	2	2			2								
Dutch and Flemish.	1,903	1,335	568	184	1,430	289	161	64	10	2	3	1,663	34
East Indian.	52	51	1		44	8	4					39	74
English.	20,642	10,821	9,821	2,247	13,128	5,267	1,144	487	122	30	71	18,788	388
Finnish.	653	383	270	82	529	42	179	77	15	2		379	
French.	2,845	1,887	958	192	2,130	623	97	31	8	3	9	2,697	20
German.	1,363	817	546	158	975	230	140	58	11	1	6	1,148	
Greek.	1,780	623	1,077	41	550	139	134	76	10	3		505	
Hebrew.	535	308	227	91	366	78	22	6				502	
Irish.	2,983	1,244	1,739	121	2,349	513	619	572	171	33	33	1,655	1
Italian (north).	904	678	226	51	640	213	123	79	31	3	6	1,663	
Italian (south).	2,747	1,537	1,210	247	1,760	740	645	145	44	8	6	1,999	15
Japanese.	8,440	6,546	1,894	99	6,909	1,432	1,841	3,126	1,791	783	247	1,652	433
Korean.	37	32	5	1	30	6	13	3	17	1	1	2	
Lithuanian.	2	2			1	1	1						
Magyar.	21	4	17		13	8	9	2	1	1	1	9	
Mexican.	1,938	1,353	585	184	1,492	262	68	18	8	1		1,853	
Pacific Islander.	9	7	2		8	1						9	
Polish.	89	58	31	3	76	10	6					82	
Portuguese.	708	526	182	30	550	128	225	64	24	1	5	389	53
Rumanian.	26	15	11		22	4	3					22	
Russian.	1,184	989	195	55	931	198	194	81	4	3		902	29
Ruthenian (Rusniak).	12	10	2		10	1						12	
Ruthenian (Rusniak).	8,581	5,679	2,902	471	7,215	895	2,203	1,609	403	29	58	4,279	22
Scandinavian.	3,176	1,597	1,579	350	2,045	781	2,256	1,400	27	4	6	2,743	8
Scottish.	10	8	2		9	1	1	2				7	
Slovak.	7	7											
Spanish.	4,000	3,167	833	261	3,091	648	196	49	16	6	8	3,726	198
Spanish American.	2,341	1,615	726	231	1,750	360	38	10	5	1	1	2,287	8
Syrian.	24	27	67	42	264	28	10	5	4	1	1	303	
Turkish.	68	59	9	3	63	2	1					65	
Welsh.	191	128	63	17	127	47	25	10	1			155	
West Indian (except Cuban).	1,524	945	579	161	1,131	232	44	22	3	3		1,452	
Other peoples.	172	142	30	17	136	20	14	6			1	1,152	40
Total.	80,102	52,341	27,761	6,301	58,884	14,917	8,795	7,138	2,853	998	692	59,626	8,530
Departed from Philippine Islands.	8,530	8,063	477	617	5,919	1,994							8,530

TABLE XIV.—Nonimmigrant aliens admitted, fiscal year ended June 30, 1917, by countries.

Country of last permanent residence.	Country of intended future residence.																				
	Austria.	Hungary.	Belgium.	Bulgaria, Servia, and Montenegro.	Denmark.	France, Inc. Corsica.	German Empire.	Greece.	Italy, Inc. Sicily and Sardinia.	Netherlands.	Norway.	Portugal, Inc. Cape Verde and Azore Is.	Roumania.	Russian Empire.	Spain, Inc. Canary and Balearic Is.	Sweden.	Switzerland.	Turkey in Europe.	United Kingdom.	Other Europe.	Total Europe.
Austria.....		3																			3
Hungary.....			11																	3	16
Belgium.....				3		2															3
Bulgaria, Servia, and Montenegro.....																					262
Denmark.....					259															2	366
France, Inc. Corsica.....					2	352									8	1				3	24
German Empire.....							24														104
Greece.....						1															2
Italy, Inc. Sicily and Sardinia.....						1		24	101							1					104
Netherlands.....						2			1	235					4					1	241
Norway.....										1	1,101						1				1,107
Portugal, Inc. Cape Verde and Azore Is.												21									25
Roumania.....						5															21
Russian Empire.....					1	3				1											135
Spain, Inc. Canary and Balearic Is.					1	3									123	315					321
Sweden.....															1	145					145
Switzerland.....																	23				23
Turkey in Europe.....						1									4	1			1		1
United Kingdom.....					1														1,557		1,557
Other Europe.....																				4	12
Total Europe.....	3	11	4	264	370	24	24	24	102	236	1,103	21		136	322	146	23	1	1,581	12	4,383
China.....					3	5	133		1	15	6	2			1	1	5		154		326
Japan.....					1	9	16		8	2	1				1	6	2	4	195		246
India.....						2				7									60		69
Other Asia.....						3	6			228	1						3		44	3	291
Total Asia.....					7	19	165		9	252	8	2	1	2	7	7	7	7	453	3	982
Africa.....																					
Australia, Tasmania, and New Zealand.....					1	2	59			5		3					6	4		6	25
Pacific Islands (not specified).....					8	34			2	2	1				4		5	1	486		570
British North America.....					12	116			26	53	2				11	1	6	6	171		570
Central America.....					2	26	4		24	1	1			45	3	5	5	5	173		408
															1	23	2	5	41		146

Italy, inc. Sicily and Sardinia.....	1	3	14	2	3	1	959	8	14	6	41	1,140	730	410	1
Netherlands.....	14	7	14	2	2	3	462	4	14	58	23	1,028	707	321	---
Norway.....	12	40	38	2	11	1	327	15	1	27	22	1,338	1,338	230	---
Portugal, inc. Cape Verde and Azore Is.	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Roumania.....	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Russian Empire.....	5	5	5	2	---	---	353	25	1	24	5	13	10	3	2
Spain, inc. Canary and Balearic Is.	1	4	6	1	1	1	85	90	86	313	3	528	663	235	40
Sweden.....	12	3	1	16	4	1	320	19	3	19	6	530	327	203	---
Switzerland.....	9	9	9	9	2	2	48	8	3	3	7	103	64	39	---
Turkey in Europe.....	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
United Kingdom.....	111	159	25	6	301	3	1,292	47	67	153	276	2	2,615	1,342	40
Other Europe.....	---	---	---	---	---	---	294	---	---	---	---	2	3,957	2,310	18
Total Europe.....	168	249	47	15	479	7	4,753	145	278	498	827	63	12,168	8,433	3,735
China.....	120	3	---	---	123	---	1	50	2	7	3	---	301	214	378
Japan.....	3	295	---	---	298	---	3	21	4	6	---	---	489	95	63
India.....	---	---	---	---	36	---	43	2	2	1	1	---	174	106	90
Turkey in Asia.....	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Other Asia.....	3	1	---	49	53	1	46	---	---	---	9	11	9	2	---
Total Asia.....	126	300	32	8	518	1	163	4	8	16	13	---	400	204	129
Africa.....	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Australia, Tasmania, and New Zealand.....	1	1	3	1	46	3	38	---	---	13	11	---	137	95	41
Pacific Islands (not specified).....	---	---	---	---	---	---	2	---	2	4	---	---	1,531	910	61
British North America.....	4	5	---	---	---	942	78	2	---	---	2	8	1,531	135	28
Central America.....	2	3	---	1	10	1	3,472	2	---	---	60	---	2,392	1,302	---
Mexico.....	---	---	---	---	---	3	52	1,000	28	11	65	---	2,392	1,302	---
South America.....	21	21	5	4	5	---	28	13	1,634	22	38	---	1,543	694	---
West Indies.....	4	4	2	10	9	15	160	11	37	1,006	389	---	1,543	694	---
United States.....	2	5	---	7	7	3	695	41	8	77	9,188	---	10,790	7,344	570
Other countries.....	---	---	---	---	---	2	132	23	26	15	67	30,805	31,127	19,665	3,546
Grand total.....	306	605	89	8	69	1,077	579	9,445	2,024	1,672	10,651	30,805	190	67,474	6,272
Male.....	205	528	63	8	52	856	387	5,714	882	1,433	1,185	7,207	10,728	174	5,985
Female.....	101	77	26	15	221	15	192	3,731	402	591	487	3,444	11,077	16	2,287

TABLE XIV-A.—Nonemigrant aliens departed, fiscal year ended June 30, 1917, by countries.

Country of last permanent residence.	Country of intended future residence.																					
	Austria	Hungary.	Belgium.	Bulgaria, Servia, and Montenegro.	Denmark.	France, Inc. Corsica.	German Empire.	Greece.	Italy, Inc. Sicily and Sardinia.	Netherlands.	Norway.	Portugal, Inc. Cape Verde and Azore Is.	Roumania.	Russian Empire.	Spain, Inc. Canary and Balearic Is.	Sweden.	Switzerland.	Turkey in Europe.	United Kingdom.	Other Europe.	Total Europe.	
Austria.....	11	6					1													1		13
Hungary.....			22			3				2					1					11		6
Belgium.....				50		1		1														39
Bulgaria, Servia, and Montenegro.....					509	1																53
Denmark.....						515			1	1					2	1			2			518
France, Inc. Corsica.....	1		2		1		139		1	2					4	8	3		11			143
German Empire.....								166							2				1			174
Greece.....						4			474		1				2				6			498
Italy, Inc. Sicily and Sardinia.....						12				554					4	4			2			561
Netherlands.....											848				3				2			863
Norway.....						2					1				2				6			144
Portugal, Inc. Cape Verde and Azore Is.....												140	1		2				1			1
Roumania.....														488	11				12			518
Russian Empire.....						5					1				648	374			2			653
Spain, Inc. Canary and Balearic Is.....						2													1			378
Sweden.....	2					3					1						69		1			74
Switzerland.....									3	3	1						1		1			1
Turkey in Europe.....						29		4						5	4		1		1			4,153
United Kingdom.....								3											4,102			4,153
Other Europe.....																			5			9
Total Europe.....	14	6	24	50	519	574	141	174	480	563	855	140	1	503	686	377	73	1	4,161	5		9,347
China.....	1					8	100			18					1				113			244
Japan.....						3	14		5		1				15		3		111			154
India.....						1				9									66			75
Other Asia.....										2							1		19			22
Total Asia.....	1					4	114		5	29	1			1	16		4		309			495
Africa.....																						
Australia, Tasmania, and New Zealand.....	1					4	2	26	1	1	7			1	6	1	4		7			25
Pacific Islands (not specified).....						13	4			109	2			3					209			340
British North America.....			6		70	363		22	333	37	94			235	22	72	5		3,269	4		4,532

Central America.....	16	6	30	50	649	1,086	305	197	849	787	979	140	1	746	1,142	463	98	2	8,594	9	16,149
Mexico.....	12	1	22	48	419	740	129	179	742	576	760	112		640	908	344	82	2	4,600	9	10,825
South America.....	4	5	8	2	230	346	176	18	107	211	219	28	1	108	234	119	16		3,994		5,824
West Indies.....						8								9	79				53	21	167
Other countries.....																					
Grand total.....																					
Male.....																					
Female.....																					
Departed from Philippine Islands.....																					

TABLE XIV-A.—Nonemigrant aliens departed, fiscal year ended June 30, 1917, by countries—Continued.

Country of last permanent residence.	Country of intended future residence.															Grand total.	Male.	Female.
	China.	Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Australia, Tas- mania, and New Zealand.	Pacific Islands (not specified).	British North America.	Central America.	Mexico.	South America.	West Indies.	United States.				Other countries.
Austria.....											1			2	1	17	12	5
Hungary.....												2			9	6	1	5
Belgium.....								1		80		2		3		135	71	64
Bulgaria, Serbia, and Montenegro.....									3	99			17		43	57	53	4
Denmark.....	2	2			2	6				550	8	27	31	36	15	1,244	729	269
France, Inc. Corsica.....	3	7				10		1		7	7		25	54	6	2,209	986	269
German Empire.....	6					6				7	7		2	13	4	1,244	729	269
Greece.....								1		237	1	2			2	425	75	134
Italy, Inc. Sicily and Sardinia.....	2					2				1,081	9	8	13	18	10	1,639	1,132	68
Netherlands.....	1		1			2				1,165	4	4	30	20	49	1,639	1,132	68
Norway.....	2	35				37				348	2	3	11	14	77	1,356	975	381
Portugal, Inc. Cape Verde and Azore Is.										2			4		6	1,156	125	31
Romania.....										2						5	5	5
Russian Empire.....								1		352		1	20	7	19	917	577	340
Spain, Inc. Canary and Balearic Is.		3				3				94	23	47	147	319	14	1,301	1,061	250
Sweden.....	1				1	2				344	3	2	9	11	28	777	504	273
Switzerland.....		1				1				48	3	2	7	9	9	155	107	48
Turkey in Europe.....										1			6	3		11	7	4
United Kingdom.....	88	65	16		7	176	17	92	9	1,515	19	24	146	313	215	6,679	3,931	2,748
Other Europe.....										291			1			301	288	13
Total Europe.....	105	113	17		11	246	20	96	48	5,218	84	126	470	837	503	16,995	11,221	5,774
China.....	341	2				343			1	26			14	1,062	2	1,683	1,436	247
Japan.....	509					509		4		22	4	3	9	1	4	1,711	1,597	114
India.....	2		80			91				16			2			184	129	55
Turkey in Asia.....				1		1		1		3	1	5	2	8	1	22	14	8
Other Asia.....	33				92	125				26					1	174	132	42
Total Asia.....	376	511	80	1	92	1,069		5	1	93	5	9	27	1,061	8	2,774	2,308	466
Africa.....							118											
Australia, Tasmania, and New Zealand.....	3	1				4		1,222	2	44	1	3	3	11	1	206	165	41
Pacific Islands (not specified).....								6	116	16			13	12	5	1,625	917	708
British North America.....	2					2				17				3	4	1,295	183	112
Central America.....	19	3	12		14	48	38	12	2	10,631	28	18	93	354	77	15,853	8,809	7,044
										53	1,350	1	11	51	10	1,510	1,028	

Mexico.....	1	9	1	.....	11	.....	.....	.....	38	107	1,725	59	236	.....	.....	2,456	1,692	764
South America.....	3	8	.....	1	12	.....	.....	.....	171	13	18	1,908	317	.....	.....	2,640	1,890	750
West Indies.....	81	.....	.....	.....	81	3	.....	.....	675	56	51	175	13,463	.....	.....	15,208	10,435	4,733
United States.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20,476	13,630	6,836
Other countries.....	.....	.....	.....	.....	.....	.....	.....	.....	10	.....	.....	.....	.....	.....	.....	64	53	11
Grand total.....	590	645	119	2	117	1,473	180	1,352	171	16,936	1,614	1,951	2,659	16,835	21,260	22	80,102	.....
Male.....	414	554	84	2	90	1,144	129	758	118	9,731	1,110	1,381	1,870	11,556	14,193	.....	52,841	.....
Female.....	176	91	35	.....	27	329	51	594	53	7,205	504	570	780	4,779	7,067	.....	.....	27,761
Departed from Philippine Islands.....	793	293	30	.....	142	1,261	.....	48	.....	.....	.....	.....	.....	.....	7,039	15	8,530	8,063
.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	477

TABLE XV.—Immigration, fiscal years ended

Race or people.	1899	1900	1901	1902	1903	1904	1905	1906	1907
African (black).....	412	714	594	832	2,174	2,386	3,508	3,786	5,235
Armenian.....	674	932	1,855	1,151	1,750	1,745	1,878	1,895	2,644
Bohemian and Moravian (Czech).....	2,526	3,060	3,766	5,590	9,591	11,911	11,757	12,958	13,554
Bulgarian, Servian, and Montenegrin.....	94	204	611	1,291	6,479	4,577	5,823	11,548	27,174
Chinese.....	1,638	1,250	2,452	1,631	2,192	4,327	1,971	1,485	770
Croatian and Slovenian	8,632	17,184	17,928	30,233	32,907	21,242	35,104	44,272	47,826
Cuban.....	1,374	2,678	1,622	2,423	2,944	4,811	7,259	5,591	5,475
Dalmatian, Bosnian, and Herzegovinian.....	367	675	732	1,004	1,736	2,036	2,639	4,568	7,393
Dutch and Flemish.....	1,860	2,702	3,290	4,117	6,496	7,832	8,498	9,735	12,467
East Indian.....	15	9	20	84	83	258	145	271	1,072
English.....	10,712	10,897	13,488	14,942	28,451	41,479	50,865	45,079	51,126
Finnish.....	6,097	12,612	9,999	13,868	18,884	10,157	17,012	14,136	14,860
French.....	2,278	2,095	4,036	4,122	7,166	11,557	11,347	10,379	9,392
German.....	26,632	29,682	34,742	51,686	71,782	74,790	82,360	86,813	92,936
Greek.....	2,395	3,773	5,919	8,115	14,376	12,625	12,144	23,127	46,283
Hebrew.....	37,415	60,764	58,098	57,688	76,203	106,236	129,910	153,748	149,182
Irish.....	32,345	35,607	30,404	29,001	35,366	37,076	54,266	46,959	38,706
Italian (north).....	13,091	17,316	22,103	27,620	37,429	36,999	39,930	46,296	51,564
Italian (south).....	65,639	84,346	115,704	152,915	196,117	159,329	186,390	240,528	242,497
Japanese.....	3,395	12,628	5,249	14,455	20,041	14,382	11,021	14,243	30,824
Korean.....	22	71	47	28	564	1,907	4,929	127	39
Lithuanian.....	6,858	10,311	8,815	11,629	14,432	12,780	18,604	14,257	25,884
Magyar.....	5,700	13,777	13,311	23,610	27,124	23,883	46,030	44,261	60,071
Mexican.....	163	261	350	715	486	447	227	141	91
Pacific Islander.....	172	188	167	160	185	41	22	13	3
Polish.....	28,466	46,938	43,617	69,620	82,343	67,757	102,437	95,835	128,033
Portuguese.....	2,096	4,241	4,176	5,309	8,433	6,338	4,855	8,729	9,648
Roumanian.....	96	398	761	2,033	4,740	4,364	7,818	11,425	19,200
Russian.....	1,774	1,200	672	1,551	3,608	3,961	3,746	5,814	16,807
Ruthenian (Russniak).....	1,400	2,832	5,288	7,533	9,943	9,592	14,473	16,257	24,061
Scandinavian (Norwegians, Danes, and Swedes).....	23,249	32,952	40,277	55,780	79,347	61,029	62,284	58,141	53,425
Scotch.....	1,752	1,757	2,004	2,432	6,219	11,483	16,144	16,463	20,516
Slovak.....	15,838	29,243	29,343	36,894	34,427	27,940	52,368	38,221	42,041
Spanish.....	996	1,111	1,202	1,954	3,297	4,662	5,590	5,332	9,495
Spanish American.....	110	97	276	496	978	1,666	1,658	1,585	1,080
Syrian.....	3,708	2,920	4,064	4,982	5,551	3,053	4,822	5,824	5,880
Turkish.....	28	184	136	165	449	1,482	2,145	2,033	1,902
Welsh.....	1,359	762	674	760	1,278	1,820	2,531	2,367	2,754
West Indian (except Cuban).....	144	78	82	137	1,497	1,942	1,548	1,476	1,381
Other peoples.....	193	73	35	147	89	668	351	1,027	2,058
Total.....	311,715	448,572	487,918	648,743	857,046	812,870	1,026,499	1,100,735	1,286,349

¹ Alien arrivals previous to July 1, 1898, were not recorded by race or people.

June 30, 1899¹ to 1917, by races or peoples.

1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	Total.
4,626	4,307	4,966	6,721	6,759	6,634	8,447	5,660	4,576	7,971	80,398
3,239	3,108	5,508	3,092	5,222	9,353	7,785	932	964	1,221	55,067
10,164	6,850	8,462	9,223	8,439	11,091	9,928	1,651	642	327	141,490
18,246	6,214	15,130	10,222	10,657	9,087	15,084	3,506	3,146	1,134	150,227
1,263	1,841	1,770	1,307	1,608	2,022	2,354	2,469	2,239	1,843	36,432
20,472	20,181	39,562	18,982	24,366	42,499	37,284	1,942	791	305	461,712
3,323	3,380	3,331	3,914	3,155	3,099	3,539	3,402	3,442	3,428	68,190
3,747	1,888	4,911	4,400	3,672	4,520	5,149	305	114	94	49,950
9,526	8,114	13,012	13,862	10,935	14,507	12,566	6,675	6,443	5,393	158,039
1,710	337	1,782	517	165	188	172	82	80	69	7,069
49,056	39,021	53,498	57,258	49,689	55,522	51,746	38,682	36,168	32,246	729,905
6,746	11,687	15,736	9,779	6,641	12,756	12,805	3,472	5,644	5,900	208,776
12,881	19,423	21,107	18,132	18,332	20,652	18,166	12,636	19,518	24,405	247,674
73,038	58,534	71,380	66,471	65,343	80,865	79,871	20,729	11,555	9,682	1,088,891
28,808	20,262	39,135	37,021	31,586	38,644	45,881	15,187	26,792	25,919	437,972
103,387	57,551	84,260	91,223	80,595	101,330	138,051	26,497	15,108	17,342	1,544,588
36,427	31,185	38,382	40,246	33,922	37,023	33,898	23,503	20,636	17,462	646,414
24,700	25,150	30,780	30,312	26,443	42,534	44,802	10,680	4,905	3,796	536,120
110,547	165,248	192,673	159,638	135,830	231,613	251,612	46,557	33,909	35,154	2,806,246
16,418	3,275	2,798	4,575	6,172	8,302	8,941	8,009	8,711	8,925	202,964
26	11	19	8	33	64	152	146	154	194	8,541
13,720	15,254	22,714	17,027	14,078	24,647	21,584	2,638	599	479	256,310
24,378	28,704	27,302	19,966	23,599	30,610	44,538	3,604	981	434	461,913
5,682	15,591	17,780	18,784	22,001	10,954	13,089	10,993	17,198	16,438	151,371
2	7	61	12	3	11	1	6	5	10	1,069
68,105	77,565	128,348	71,446	85,163	174,365	122,657	9,065	4,502	3,109	1,419,371
6,809	4,606	7,657	7,469	9,403	13,666	9,647	4,376	12,208	10,194	139,760
9,629	8,041	14,199	5,311	8,329	18,451	24,070	1,200	953	522	136,540
17,111	10,038	17,294	18,721	22,558	51,472	44,957	4,459	4,858	3,711	234,312
12,361	15,808	27,907	17,724	21,965	30,588	36,727	2,933	1,365	1,211	259,888
32,789	34,996	52,037	45,859	31,601	38,737	36,053	24,263	19,172	19,596	801,587
17,014	16,446	24,612	25,625	20,238	21,293	18,997	14,310	13,515	13,350	264,225
16,170	22,586	32,416	21,415	25,281	27,234	25,819	2,069	5,777	244	480,166
6,636	4,939	5,837	8,068	9,070	9,042	11,064	5,705	9,259	15,019	118,278
1,063	890	900	1,153	1,342	1,363	1,544	1,667	1,881	2,587	22,316
5,520	3,668	6,317	5,444	5,525	9,210	9,023	1,767	676	976	89,530
2,327	220	1,283	918	1,336	2,015	2,693	273	216	454	20,859
2,504	1,699	2,244	2,248	2,239	2,820	2,568	1,390	983	793	33,783
1,110	1,024	1,150	1,141	1,132	1,171	1,396	823	948	1,369	19,549
1,530	1,537	3,330	3,323	3,660	3,038	3,830	1,877	3,388	2,097	32,251
782,870	751,786	1,041,570	878,587	838,172	1,197,892	1,218,480	326,700	298,826	295,403	14,609,733

TABLE XV-A.—Immigration, fiscal years ended

Countries.	1899	1900	1901	1902	1903	1904	1905	1906	1907
Austria.....	62,491	114,847	113,390	171,989	206,011	177,156	111,990	111,598	144,992
Hungary.....							163,703	153,540	193,460
Belgium.....	1,101	1,196	1,579	2,577	3,450	3,976	5,302	5,099	6,396
Bulgaria, Servia, and Montenegro.....	52	108	657	851	1,761	1,325	2,043	4,666	11,359
Denmark.....	2,690	2,926	3,655	5,660	7,158	8,525	8,970	7,741	7,243
France, inc. Corsica.....	1,694	1,739	3,150	3,117	5,578	9,406	10,168	9,386	9,731
German Empire.....	17,476	18,507	21,651	28,304	40,086	46,380	40,574	37,564	37,807
Greece.....	2,333	3,771	5,910	8,104	14,090	11,343	10,515	19,489	36,580
Italy, inc. Sicily and Sardinia.....	77,419	100,135	135,996	178,375	230,622	193,296	221,479	273,120	285,731
Netherlands.....	1,029	1,735	2,349	2,284	3,998	4,916	4,954	4,946	6,637
Norway.....	6,706	9,575	12,248	17,484	24,461	23,808	25,064	21,730	22,133
Portugal, inc. Cape Verde and Azore Is.....	2,054	4,234	4,165	5,307	9,317	6,718	5,028	8,517	9,608
Roumania.....	1,606	6,459	7,155	7,196	9,310	7,087	4,437	4,476	4,384
Russian Empire.....	60,982	90,787	85,257	107,347	136,093	145,141	184,897	215,665	258,943
Spain, inc. Canary and Balearic Is.....	385	355	592	975	2,080	3,996	2,600	1,921	5,784
Sweden.....	12,797	18,650	23,331	30,894	46,028	27,763	26,591	23,310	20,589
Switzerland.....	1,326	1,152	2,201	2,344	3,993	5,023	4,269	3,846	3,748
Turkey in Europe.....	80	285	387	187	1,529	4,344	4,542	9,510	20,767
United Kingdom:									
England.....		9,951	12,214	13,575	26,219	38,626	64,709	49,491	56,637
Ireland.....		35,730	30,561	29,138	35,310	36,142	52,945	34,995	34,530
Scotland.....	45,123	1,792	2,070	2,560	6,143	11,092	16,977	15,866	19,740
Wales.....		764	701	763	1,275	1,730	2,503	1,841	2,660
Other Europe.....	6	2	18	37	5	143	13	48	107
Total Europe.....	297,349	424,700	469,237	619,068	814,507	767,833	974,273	1,018,365	1,199,566
China.....	1,660	1,247	2,459	1,649	2,209	4,309	2,166	1,544	961
Japan.....	2,844	12,635	5,269	14,270	19,968	14,264	10,331	13,835	30,226
India.....	17	9	22	93	94	261	190	216	898
Turkey in Asia.....	4,436	3,962	5,782	6,223	7,118	5,235	6,157	6,354	8,053
Other Asia.....	15	93	61	36	577	2,117	5,081	351	386
Total Asia.....	8,972	17,946	13,593	22,271	29,966	26,186	23,925	22,300	40,524
Africa.....	51	30	173	37	176	686	757	712	1,486
Australia, Tasmania, and New Zealand.....	456	214	325	384	1,150	1,461	2,091	1,682	1,947
Pacific Islands (not specified).....	354	214	173	182	199	94	75	51	42
British North America.....	1,322	396	540	636	1,058	2,837	2,168	5,063	19,918
Central America.....	159	42	150	305	678	714	1,195	1,140	970
Mexico.....	161	237	347	709	528	1,009	2,637	1,997	1,406
South America.....	89	124	203	337	589	1,667	2,576	2,757	2,779
West Indies.....	2,585	4,656	3,176	4,711	8,170	10,193	16,641	13,656	16,689
Other countries.....	217	13	1	103	25	90	161	33,012	22
Grand total.....	311,715	448,572	487,918	648,743	857,046	812,870	1,026,499	1,100,735	1,285,349

¹ The totals for Austria and Hungary, respectively, for the 13 years in which they were separated, are as follows: Austria, 1,121,511; Hungary, 1,251,085.

June 30, 1899 to 1917, by countries.

1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	Total.
82,983	80,853	135,793	82,129	85,854	137,245	134,831	9,215	3,171	857	13 218,480
85,526	89,338	122,944	76,928	93,028	117,580	143,321	9,296	2,020	401	
4,162	3,692	8,402	5,711	4,169	7,405	5,763	2,399	986	398	
10,827	1,054	4,737	4,695	4,447	1,753	9,189	1,403	764	151	61,842
4,954	4,395	6,984	7,555	6,191	6,478	6,262	3,312	3,322	2,744	106,765
8,788	6,672	7,383	8,022	8,628	9,675	9,296	4,811	4,156	3,187	124,587
32,309	25,540	31,283	32,061	27,788	34,329	35,734	7,739	2,877	1,857	519,926
21,489	14,111	25,888	26,226	21,449	22,817	35,832	12,592	27,034	23,974	343,547
128,503	183,218	215,537	182,882	157,134	265,542	283,738	49,688	33,665	34,596	3,230,676
5,946	4,698	7,534	8,358	6,619	6,902	6,321	3,144	2,910	2,235	87,515
12,412	13,627	17,538	13,950	8,675	8,587	8,329	7,986	5,191	4,669	264,162
7,307	4,956	8,229	8,374	10,230	14,171	10,898	4,907	12,259	9,975	146,251
5,228	1,590	2,145	2,522	1,997	2,155	4,032	481	90	66	72,416
156,711	120,460	186,792	158,721	162,395	291,040	255,660	26,187	7,842	12,716	2,663,636
3,999	2,616	3,472	5,074	6,327	6,167	7,591	2,762	5,769	10,232	72,597
12,909	14,474	23,745	20,780	12,688	17,202	14,800	6,585	6,248	6,368	365,652
3,281	2,694	3,533	3,458	3,505	4,104	4,211	1,742	663	911	55,994
11,290	9,015	18,405	14,438	14,481	14,128	8,199	1,008	313	152	133,060
47,031	32,809	46,706	52,426	40,408	43,363	35,864	21,562	12,896	8,354	21,387,784
30,556	25,033	29,855	29,112	25,879	27,876	24,688	14,185	8,639	5,406	
13,506	12,400	20,115	18,796	14,578	14,220	10,682	4,668	2,655	1,868	
2,287	1,584	2,120	2,162	2,162	2,745	2,183	1,007	512	513	6,991
97	46	151	377	243	371	967	1,180	1,717	1,463	
691,901	654,875	926,291	764,757	718,875	1,055,855	1,058,391	197,919	145,699	133,083	12,932,644
1,397	1,943	1,968	1,460	1,765	2,105	2,502	2,660	2,460	2,237	38,701
15,803	3,111	2,720	4,520	6,114	8,281	8,929	8,613	8,680	8,991	199,404
1,040	203	1,696	524	175	179	221	161	112	109	6,220
9,753	7,506	15,212	10,229	12,788	23,955	21,716	3,543	1,670	393	160,085
372	141	1,937	695	607	838	905	234	282	1,026	15,754
28,365	12,904	23,533	17,428	21,449	35,358	34,273	15,211	13,204	12,756	420,164
1,411	858	1,072	956	1,009	1,409	1,539	934	894	566	14,756
1,088	839	998	984	794	1,229	1,336	1,282	1,484	1,014	20,768
81	53	99	59	104	111	110	117	90	128	2,336
38,510	51,941	56,555	56,830	55,990	73,802	86,139	82,215	101,551	105,399	742,870
1,217	930	893	1,193	1,242	1,473	1,622	1,252	1,135	2,073	18,383
6,067	16,251	18,691	19,889	23,238	11,926	14,614	12,340	18,425	17,869	168,341
2,315	1,906	2,151	3,049	2,989	4,248	5,869	3,801	4,286	6,931	48,666
11,888	11,180	11,244	13,403	12,467	12,458	14,451	11,598	12,027	15,507	206,700
17	49	43	39	15	23	136	31	31	77	34,105
782,870	751,786	1,041,570	878,587	838,172	1,197,892	1,218,480	326,700	298,826	295,403	14,609,733

* The totals for England, Ireland, Scotland, and Wales, respectively, for the 18 years in which they were separated, are as follows: England, 612,941; Ireland, 510,580; Scotland, 189,723; Wales, 29,512.

18659°—LAB 1917—18

TABLE XVI.—*Total immigration each year, 1820 to 1917.*

Period.	Number.	Period.	Number.
Year ended Sept. 30—		Year ended June 30—	
1820.....	8,385	1868.....	282,189
1821.....	9,127	1869.....	352,768
1822.....	6,911	1870.....	387,203
1823.....	6,354	1871.....	321,350
1824.....	7,912	1872.....	404,806
1825.....	10,199	1873.....	459,803
1826.....	10,837	1874.....	313,339
1827.....	18,875	1875.....	227,498
1828.....	27,382	1876.....	169,986
1829.....	22,520	1877.....	141,857
1830.....	23,322	1878.....	138,469
1831.....	22,633	1879.....	177,826
Oct. 1, 1831, to Dec. 31, 1832.....	60,482	1880.....	457,257
Year ended Dec. 31—		1881.....	669,431
1833.....	58,640	1882.....	788,992
1834.....	65,365	1883.....	603,322
1835.....	45,374	1884.....	518,592
1836.....	76,242	1885.....	395,346
1837.....	79,340	1886.....	334,203
1838.....	38,914	1887.....	490,109
1839.....	68,069	1888.....	546,889
1840.....	84,066	1889.....	444,427
1841.....	80,289	1890.....	455,302
1842.....	104,565	1891.....	500,319
Jan. 1 to Sept. 30, 1843.....	52,496	1892.....	579,663
Year ended Sept 30—		1893.....	439,730
1844.....	78,615	1894.....	285,631
1845.....	114,371	1895.....	258,536
1846.....	154,416	1896.....	343,267
1847.....	234,968	1897.....	230,832
1848.....	226,527	1898.....	229,299
1849.....	297,024	1899.....	311,715
1850.....	310,004	1900.....	448,572
Oct. 1 to Dec. 31, 1850.....	59,976	1901.....	487,918
Year ended Dec. 31—		1902.....	643,743
1851.....	379,466	1903.....	357,046
1852.....	371,603	1904.....	312,870
1853.....	368,645	1905.....	1,026,499
1854.....	427,833	1906.....	1,100,735
1855.....	200,877	1907.....	1,285,349
1856.....	195,857	1908.....	782,870
Jan. 1 to June 30, 1857.....	112,123	1909.....	751,786
Year ended June 30—		1910.....	1,041,570
1858.....	191,942	1911.....	878,587
1859.....	129,571	1912.....	838,172
1860.....	133,143	1913.....	1,197,892
1861.....	142,877	1914.....	1,218,480
1862.....	72,183	1915.....	328,700
1863.....	132,925	1916.....	298,826
1864.....	191,114	1917.....	295,403
1865.....	180,339		
1866.....	332,577	Total.....	32,948,353
1867.....	303,104		

TABLE XVII.—*Aliens debarred from entering the United States, fiscal year ended June 30, 1917, by races or peoples and causes.*

Race or people.	Idiots.	Imbeciles.	Feeble-minded.	Insane, or have been insane.	Epileptics.	Constitutional psychopaths.	Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than feeble-minded, epileptics, insanity, or constitutional psychopathic inferiority.	Loathsome or dangerous contagious diseases.				Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome, or dangerous contagious diseases or noncontagious tuberculosis.	Likely to become a public charge.	Paras.	Professional beggars.	Contract laborers.
								Tuberculous (contagious).	Typhoid.	Favus.	Others.					
African (black).			6	5	1		2	1	4		40	53	219			16
Armenian.		2							26		4	1	12			1
Bohemian and Moravian (Czech).												1	8			2
Bulgarian, Servian, and Montenegrin.																
Chinese.	1	1	1	1			1	1	4		3	13	31			
Croatian and Slovenian.									19		13	1	2			
Cuban.									1		1	3	10			1
Dalmatian, Bosnian, and Herzegovinian.									1		1	2	9			3
Dutch and Flemish.			3	2			1						3			
East Indian.																
English.	2	6	34	15	11	2	14	12	6		27	211	76			27
Finnish.									9		4	4	17			
French.	1	9	9	13	4		12	12	5		3	16	976			210
German.	1	6	12	3	1		2	5	10		10	137	813			5
Greek.		1	3	2			1	2	3		4	51	225			190
Hebrew.	1	1	2	3	2		1	4	49		34	144	120			35
Irish.		2	12	12	3		8	6	12		7	149	391			29
Italian (north).								1	10		13	150	546		1	82
Italian (south).	1	3	81	9	3		4	1	48		41	279	66			23
Japanese.								1	139		12	3	342			22
Korean.									6		3	13	46			2
Lithuanian.									1			2	13			
Magyar.			2						1			1	20			1
Mexican.		2	25	11	5		1	16	183		13	193	2,371		2	282

TABLE XVII.—*Aliens debarred from entering the United States, fiscal year ended June 30, 1917, by races or peoples and causes—Continued.*

Race or people.	Idiots.	Imbeciles.	Feeble-minded.	Insane, or have been insane.	Epileptics.	Constitutional psychopaths inferiority.	Surgeon's certificate of mental defect which may affect alien's ability to earn a living, other than idiots, imbeciles, feeble-minded, epileptics, insanity, or constitutional psychopathic inferiority.	Loathsome or dangerous contagious diseases.			Surgeon's certificate of physical defect which may affect alien's ability to earn a living, other than loathsome, or dangerous contagious diseases or noncontagious tuberculosis.	Likely to become a public charge.	Pauper.	Professional beggar.	Contract laborer.
								Tuberculosis (contagious).	Typhoid.	Favus.	Others.				
Polish.....		3	1			1	1	1	2		6	161			16
Portuguese.....		2				1		2	1		7	35			2
Rumanian.....			1					1				41			5
Russian.....		1	1					1	9		5	147			41
Ruthenian (Rusniak).....	1										2	144			17
Scandinavian (Norwegians, Danes, and Swedes).....		5	14				3	5	12		20	168			39
Scotch.....		9	13		3		6	5	7		11	445		1	69
Slovak.....		7	1				2	1			13	179			18
Spanish.....		1					1	19	21		2	19			1
Spanish American.....		1						35	1		1	32		3	5
Syrian.....								7	3		1	3			7
Turkish.....								1			1	25		1	7
Welsh.....		1	1					1	1		2	2			3
West Indian (except Cuban). Other peoples.....								3	12		3	58		4	3
Total.....	9	19	224	112	34	3	55	7	632	19	732	7,871	10	12	1,116
Debarred from Philippine Islands.....				1								11			25

Race or people.	Assist- ed aliens.	Stove- ways.	Accom- panying aliens (under sec. 11).	Under 16 years of age unac- com- panied by parent.	Crimi- nals.	Polyga- mists.	Anarch- ists, or aliens en- terring or smug- gled with an organi- zation, ar- rested for advocating immoral or pros- titute purpose, or other immoral purpose.	Prosti- tutes and aliens coming for any immoral purpose.	Aliens who are support- ed by or receive proceeds of pros- titution.	Aliens who pro- cure or attempt to bring in pros- titutes or females for any immoral purpose.	Unable to read (over 16 years of age).	Under passport provi- sion, section 3.	Under provi- sions Chinese- exclu- sion act.	Alien enemies.	Total de- barred.	De- barred from Philip- pine Islands
African (black).....	.....	22	4	11	18	.....	.....	8	1	3	94	.....	.....	.....	508	.....
Armenian.....	.....	.....	1	.....	.....	.....	.....	.....	.....	1	12	.....	.....	.....	60	.....
Bohemian and Moravian (Czech).....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	12	.....
Bulgarian, Serbian, and Montenegrin.....	13	1	.....	2	1	.....	.....	2	.....	1	6	.....	279	.....	79	124
Chinese.....	.....	.....	.....	1	.....	.....	.....	.....	.....	1	1	.....	.....	.....	321	.....
Croatian and Slovenian.....	.....	.....	1	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	17	.....
Cuban.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	20	.....
Danish, Bosnian, and Herzegovinian.....	2	1	2	8	7	.....	.....	7	.....	3	3	.....	.....	.....	5	.....
Dutch and Flemish.....	.....	.....	.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	186	.....
East Indian.....	23	.....	36	80	43	1	.....	73	1	54	16	.....	.....	.....	26	2
English.....	.....	.....	.....	3	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,854	.....
Finnish.....	.....	.....	.....	59	49	.....	.....	40	1	12	42	.....	.....	.....	1,121	.....
French.....	64	1	16	13	6	.....	.....	14	.....	8	3	.....	.....	.....	1,491	.....
German.....	43	.....	9	19	6	.....	.....	2	.....	2	2	.....	.....	.....	439	.....
Greek.....	21	.....	7	31	14	.....	.....	2	.....	26	29	.....	.....	.....	414	.....
Hebrew.....	13	.....	11	37	20	.....	.....	42	1	.....	10	.....	.....	.....	607	.....
Italian (north).....	.....	.....	1	5	3	.....	.....	2	.....	10	58	.....	.....	.....	1,135	.....
Italian (south).....	9	.....	16	7	22	.....	.....	1	.....	10	10	.....	82	.....	1,330	.....
Japanese.....	.....	.....	.....	.....	3	.....	.....	3	.....	1	4	.....	.....	.....	294	26
Korean.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	27	.....
Lithuanian.....	1	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	21	.....
Magyar.....	12	.....	424	257	9	.....	.....	1	.....	1	3	.....	.....	.....	31	.....
Malay.....	7	.....	3	12	7	.....	.....	254	2	218	5	.....	.....	.....	4,872	.....
Polish.....	.....	2	.....	12	1	.....	.....	5	.....	.....	24	.....	.....	.....	265	.....
Portuguese.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	10	.....	.....	.....	117	1
Romanian.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	2	.....	.....	.....	63	.....
Russian.....	7	.....	4	3	1	.....	.....	1	.....	1	24	.....	.....	.....	298	.....
Ruthenian (Rusniak) Scandinavian (Norwegian), Danish, and Swedes).....	17	3	4	10	4	.....	.....	3	.....	2	1	.....	.....	.....	343	.....
Scottish.....	10	.....	12	26	22	.....	.....	40	.....	19	5	.....	.....	.....	810	.....
Slovak.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	6	.....
Spanish.....	.....	4	2	3	1	.....	.....	2	.....	2	9	.....	.....	.....	331	2

TABLE XVII.—*Aliens debarred from entering the United States, fiscal year ended June 30, 1917, by races or peoples and causes—Continued.*

Race or people.	Assist- ed aliens.	Stow- ways.	Accom- panying aliens (under sec. 18).	Under 16 years of age unac- com- panied by parent.	Crimi- nals.	Polyga- mists.	Anarch- ists, or aliens en- tertaining or admit- ting an or- ganiza- tion ad- vocating immoral socialistic beliefs.	Prosti- tutes and aliens coming for any immoral purpose, titulation.	Aliens who are support- ed by or receive proceeds of pros- titution.	Aliens who pro- cure or attempt to bring in prosti- tutes or females for any immoral purpose.	Unable to read (over 16 years of age).	Under passport provi- sion, section 3.	Under provi- sions Chinese- exclu- sion act.	Alien enemies.	Total de- barred.	De- barred from Philip- pine Islands.	
Spanish American.....	.....	3	1	1	1	.....	.....	1	.....	.....	1	.....	.....	.....	.....	31	.....
Syrian.....	.....	.....	1	2	1	1	.....	.....	.....	1	2	.....	.....	.....	.....	98	.....
Turkish.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	.....	.....	.....	.....	16	.....
Welsh.....	2	.....	.....	.....	3	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	47	.....
West Indian (except Cuban).....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	9	.....
Other peoples.....	.....	1	2	6	1	.....	.....	2	.....	1	2	.....	.....	.....	.....	117	.....
Total.....	250	38	563	601	257	2	12	510	6	371	391	86	279	6	16,028	155	.....
Debarred from Philippine Islands.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	118	.....	.....	155	.....

TABLE XVII-A.—*Aliens debarred and aliens deported after entering, 1892 to 1917, by causes.*

Year ended June 30—	Immigra- tion.	Debarred from entering.												Profes- sional beg- gars.	Contract ed labo- rers.	Assist- ed aliens.
		Idiots.	Imbe- ciles.	Feeble- mind- ed.	Insan- e sons.	Epi- leptics.	Con- stitu- tional psy- cho- pathic inferi- ority.	Surgeon's certificate of defect which may affect alien's ability to earn a living, other than idiots, imbe- ciles, feeble- minded, epileptics, insanity or constitu- tional psychopathic inferiority.	Tuber- culosis (non- con- tagi- ous).	Leath- some or dang- erous con- tagi- ous diseases.	Surgeon's physical defect which may affect alien's ability to earn a living, other than leathsome or dang- erous con- tagi- ous diseases or noncon- tagi- ous tuberculosis.	Surgeon's certificate of defect which physically may affect alien's ability to earn a living.	Chronic alco- holism.	Peup- ers or likely to become public charges.		
1892	579,653	4	1	1	17	1	1	1	1	80	1	1	1,002	1	932	23
1893	439,730	3	1	1	8	1	1	1	1	81	1	1	431	1	518	1
1894	285,631	4	1	1	5	1	1	1	1	15	1	1	802	1	593	1
1895	258,536	6	1	1	1	1	1	1	1	1	1	1	1,714	1	694	1
1896	243,257	1	1	1	10	1	1	1	1	2	1	1	2,010	1	776	1
1897	230,832	1	1	1	6	1	1	1	1	1	1	1	1,277	1	328	3
1898	229,209	1	1	1	12	1	1	1	1	268	1	1	2,261	1	417	79
1899	311,715	1	1	1	19	1	1	1	1	348	1	1	2,590	1	741	82
1900	448,572	1	1	1	32	1	1	1	1	393	1	1	2,974	1	833	2
1901	487,918	6	1	1	36	1	1	1	1	309	1	1	2,798	1	827	50
1902	648,743	7	1	1	27	1	1	1	1	709	1	1	2,944	1	327	9
1903	857,046	1	1	1	23	1	1	1	1	1,773	1	1	5,812	1	1,098	38
1904	812,870	16	1	1	33	1	1	1	1	1,560	1	1	4,788	1	1,501	19
1905	1,026,499	38	1	1	82	1	1	1	1	2,198	1	1	7,538	1	1,164	1
1906	1,100,735	29	1	1	136	1	1	1	1	2,273	1	1	7,059	1	2,314	1
1907	1,855,949	20	1	1	180	1	1	1	1	3,822	1	1	6,866	1	1,434	1
1908	782,870	18	1	1	150	1	1	1	1	2,900	1	1	3,710	1	1,932	54
1909	751,788	20	1	1	121	1	1	1	1	2,382	1	1	4,402	1	1,172	34
1910	1,041,570	16	1	1	166	1	1	1	1	3,123	1	1	15,018	1	1,786	34
1911	1,878,587	12	1	1	20	1	1	1	1	2,831	1	1	12,039	1	1,336	116
1912	1,838,172	10	1	1	28	1	1	1	1	1,733	1	1	8,150	1	1,333	94
1913	1,997,882	18	1	1	105	1	1	1	1	2,562	1	1	7,940	1	1,624	129
1914	2,483,483	14	1	1	175	1	1	1	1	3,253	1	1	15,756	1	2,768	330
1915	2,118,480	6	1	1	302	1	1	1	1	1,701	1	1	15,557	1	2,722	698
1916	298,326	5	1	1	125	1	1	1	1	1,133	1	1	10,322	1	2,080	521
1917	295,403	9	1	1	112	1	1	1	1	1,495	1	1	7,881	1	1,116	250

TABLE XVII-A.—*Aliens deported after entering, 1892 to 1917, by causes—Continued.*

Year ended June 30—	Debarred from entering—Continued.										Deported after entry.						
	Stow- aways.	Accom- panying alien- age (under sec. 11).	Under 16 years of age un- accom- panied by parent.	Crim- inals.	Polyga- mists.	Anarch- ists.	Prosti- tutes and females coming for any immoral purpose.	Sup- ported by pro- ceeds of prosti- tution.	Aliens who procure or attempt to bring in prostitutes and females for any immoral purpose.	Unable to read (over 16 years of age).	Under passport provi- sion, section 1.	Under provi- sions Chinese exclu- sion law.	Alien enemies.	Total debarred.	Under immigra- tion law.	Under Chinese- exclusion law.	By United States mar- shals.
1892.....				26			80							2,164	637		
1893.....				12										1,053	577		
1894.....				8			2							1,369	417		
1895.....				4										2,419	177		82
1896.....														2,799	238		120
1897.....														1,617	263		
1898.....				1										3,030	199		
1899.....				2										3,798	263		
1900.....				4										4,246	366		
1901.....				7			7							3,516	363		
1902.....				9			8							4,974	465		
1903.....				51	1		13							8,769	647		
1904.....				35		1	9							7,994	779		
1905.....				44	3		24					394		11,579	845		
1906.....		180		205	5		30					122		12,432	678		
1907.....		134		341	10		18					160		13,064	986		
1908.....		168	88	136	6		124		43			272		10,902	2,069		
1909.....		206	138	273	24	2	323		181			81	413	10,411	2,124		
1910.....		315	296	580	134	5	316		179			59	819	24,270	2,085		
1911.....		369	349	644	57		253	6	141			60	905	22,349	2,788		
1912.....		226	365	892	38		263	7	192			50	850	16,067	2,466		
1913.....		357	492	908	40	2	367	5	263			48	333	19,838	3,461		
1914.....		508	718	788	31	2	380	6	254			92	322	23,041	4,010		
1915.....		341	839	746	18	5	291	5	192			88	218	24,411	2,435		
1916.....		478	643	245	2		459	8	307	391		84	377	18,867	2,860		
1917.....		563	601	257	2	12	510	6	371			279		16,028	1,863		69
38													6				82

TABLE XVII-B.—*Permanent residents of contiguous foreign territory applying for temporary sojourn in the United States refused admission, fiscal year ended June 30, 1917, by causes.*

Cause.	Canadian border.	Mexican border.	Total.
Idiots.....	3	1	4
Feeble-minded.....	6	4	10
Epileptics.....	8	2	10
Insane persons.....	5	1	6
Tuberculosis (noncontagious).....	.....	5	5
Loathsome or dangerous contagious diseases.....	31	510	541
Professional beggars.....	.....	7	7
Paupers, or likely to become public charges.....	180	841	1,021
Surgeon's certificate.....	14	48	62
Chronic alcoholism.....	1	.....	1
Contract laborers.....	8	47	55
Accompanying aliens (under sec. 11).....	19	242	261
Under 16 years of age and unaccompanied by parent.....	17	110	127
Assisted aliens.....	14	10	24
Criminals.....	9	2	11
Polygamists.....	.....	1	1
Prostitutes and females coming for any immoral purpose.....	8	56	64
Aliens who are supported by or receive proceeds of prostitution.....	2	1	3
Aliens who procure or attempt to bring in prostitutes and females for any immoral purpose.....	6	45	51
Unable to read (over 16 years of age).....	45	.....	45
Under passport provision, section 3.....	.....	1	1
Alien enemies.....	.....	2	2
Total.....	376	1,936	2,312

TABLE XVIII.—*Aliens deported to countries whence they came, after entering the United States, fiscal year ended June 30, 1917, by races or peoples and causes.*

Deportation compulsory within 3 years.																		
Members of excluded classes at time of entry.																		
Race or people.	Imbeciles.	Feeble-minded.	Epileptics.	Insane, have been insane within 5 years or have had 2 attacks of insanity.	Loathsome or dangerous contagious diseases.			Professional beggars.	Paupers.	Likely to become a public charge.	Contract laborers.	Under 16 years of age at time of entry, unaccompanied by parent.	Criminals.	Prostitutes and females coming for any immoral purpose.	Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.	Under passport provision, section 1.	Other causes.	Total members of excluded classes at time of entry.
					Tuberculous (contagious).	Trachoma.	Others.											
African (black).....	1			2	1		1			13	3	1	2	2	2			28
Bohemian and Moravian (Czech).....										1								3
Bulgarian, Serbian, and Montenegrin.....																		1
Chinese.....																		3
Croatian and Slovenian.....																		3
Cuban.....																		1
Dutch and Flemish.....																		3
East Indian.....																		13
English.....																		3
Finnish.....																		27
French.....																		8
German.....																		96
Greek.....																		28
Hebrew.....																		38
Irish.....																		23
Italian (north).....																		103
Italian (south).....																		6
Japanese.....																		35
Korean.....																		1
Lithuanian.....																		1
Magyar.....																		3
Mexican.....																		380
Polish.....																		17

TABLE XVIII-A.—*Aliens ordered deported to countries whence they came, in which orders*

Race or people.	Deportation compulsory within 3 years.											
	Members of excluded classes at time of entry.											
	Imbeciles.	Feeble-minded.	Epileptics.	Insane, have been insane within 5 years or have had 2 attacks of insanity.	Loathsome or dangerous contagious diseases.			Professional beggars.	Likely to become a public charge.	Contract laborers.	Under 16 years of age at time of entry, unaccompanied by parent.	Criminals.
					Tuberculosis.	Trachoma.	Others.					
African (black)									2			
Armenian								1	2			
Bohemian and Moravian (Czech)											1	
Bulgarian, Servian, and Montenegrin									1			
Chinese												
Croatian and Slovenian							1		2			1
Cuban							1					
Dalmatian, Bosnian, and Herzegovinian												
Dutch and Flemish									2		1	1
English			1				1		4			3
Finnish					1				2			1
French												
German	1								23		1	5
Greek							1		3	2	1	1
Hebrew		2		1					10	1		
Irish	1		1						4			1
Italian (north)									1			1
Italian (south)		2	1			1	1		21			4
Japanese												
Lithuanian												
Magyar									1			
Mexican												
Polish			1						11			1
Portuguese			1						7		1	
Roumanian							1					
Russian			1						1	1		1
Ruthenian (Rusniak)		1										2
Scandinavian (Norwegians, Danes, and Swedes)									2			1
Scotch									4			
Slovak												
Spanish							2			1		
Syrian								10				
Turkish												
Other peoples								4				
Total	2	5	6	1	1	1	8	15	103	6	5	22

of deportation were suspended because of war conditions, fiscal year ended June 30, 1917.

Deportation compulsory within 3 years—Continued.														Deportation compulsory without time limit.				
Members of excluded classes at time of entry—Contd.			Public charges from following causes existing prior to entry—															
Prostitutes and females coming for any immoral purpose.	Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose.	Total members of excluded classes at time of entry.	Insanity.	Other mental conditions.	Loathsome or dangerous contagious diseases.		Pregnancy.	Physical conditions.	Total public charges from prior causes.	Prostitutes after entry.	Aliens who are supported by or receive the proceeds of prostitution.	Entered without inspection.	Total compulsory within 3 years.	Prostitutes after entry.	Aliens who attempt to bring in prostitutes or females for any immoral purpose.	Aliens who are supported by, receive the proceeds of, or are connected with the business of prostitution.	Total without time limit.	Grand total ordered deported.
					Tuberculosis.	Others.												
		2	3			1		1	4			1	7					7
		3	1						2				5					5
		1	3						3				4	1			1	5
	1	2	2						2				4			2	2	6
	1	1	1										1				1	1
		5	2						2			2	9		1	2	3	12
		1											1					1
1		4	3				1	1	5			1	1					1
		10	6					1	6		1	3	20					9
		4	10			1		1	12				16					16
	2	2	6					1	6	2			10					10
3		37	71			7		1	80			11	128	1		5	6	134
3		2	13			2		1	28		1	4	46			6	6	52
	2	15	43		1	2		1	47	3	2	3	70	3		3	6	76
	1	6	24					1	25	1	1		33					33
1		3	11				1		11				14	1		1	2	16
1		31	40	2				1	43	1	4	5	84			7	9	91
												3	3					3
				5					5				5					5
		1	5						7	1			9					9
		1						2					1					1
1		16	39		1			3	43			2	61	2			2	63
		9	1					1	1		1		12					12
		1	3					3	3	1			5					5
		4	10		1	1		12	1	1	1	2	20					20
		3	6	2				1	9			2	14					14
	2	5	12					12				5	22					22
		4	3					3				2	9					9
			4					4		1			5					5
		3	2					2					5					5
		10	4		1			5					15	1		2	3	18
			2					2					2					2
		4	1					1					5					5
11	15	201	346	5	16	4	1	13	385	11	11	47	655	10	1	28	39	694

TABLE XIX.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, applications for admission until termination of war, and applications for transit, fiscal year ended June 30, 1917, by causes.*

Action taken.	Mentally defective.		Physically defective.	Loathsome or dangerous contagious diseases.	Paupers, or likely to become public charges, and professional beggars.	Contract laborers.	Accompanying aliens (under sec. 11).	Under 16 years of age unaccompanied by parent.	Assisted aliens.	Criminals.	Prostitutes and females coming for any immoral purpose.	Receiving proceeds of prostitution.	Aliens who procure or attempt to bring in prostitutes or females for immoral purpose.	Under passport provision, section I.	Polygamists.	Anarchists.	Geographically excluded aliens.	Previously debarred within 1 year.	Illiterate.	Alien enemies.	Total.
Appeals from excluding decisions.	72	741	21	3,050	437	108	213	150	122	60	1	33	30	4	2	1	125	65	5,241		
Disposition on appeal:																					
Admitted without bond.	14	146	3	1,007	73	53	29	29	14	8	1	5	6	1			9	53	1,451		
Admitted on public-charge bond.	11	153		325	1	11	51	10	2	1		1					3		569		
Admitted temporarily without bond.	15	19	1	25		1	1	4	2										74		
Admitted temporarily on public-charge bond.	1	63		69	1	2	2	2	1												
Admitted on school bond.				134	1	1	27	5											145		
Debarred.	31	359	17	1,490	361	40	103	100	103	51		27	24	3	6	2	1	109	6	169	
Appeals from admitting decisions.																				2,833	
Disposition on appeal:																					
Admitted without bond.				6	1								1							21	
Admitted on bond.				2																3	
Debarred.				9	1								1							7	
Applications for admission on bond without appeal:																				11	
Granted.																					
Refused.	11	21	5	5		1												1		44	
Applications for hospital treatment:	1	5	1	2																9	
Granted.	1	10	128	1																140	
Refused.	1	3	39	1																44	
Applications for admission until termination of war:																					
Granted.	3						1													4	
Refused.	2						1													3	
Applications for transit:																					
Granted.	1	4	5	17		2		2	2				2							35	
Refused.			2	3					3											8	

TABLE XIX-A.—*Appeals from decisions under immigration law, applications for admission under bond, applications for hospital treatment, applications for admission until termination of war, and applications for transit, fiscal year ended June 30, 1917, by ports.*

Action taken.	New York, N. Y.															Total.
	Boston, Mass.	Philadelphia, Pa.	Baltimore, Md.	Montreal, Canada.	San Francisco, Cal.	Mexican border.	Honolulu, Hawaii.	San Juan, P. R.	New Orleans, La.	Seattle, Wash.	Jacksonville, Fla.	Norfolk, Va.	Alaska.			
Appeals from excluding decisions.	2,387	383	1	6	1,632	43	660	11	5	51	29	36	5	2	5,241	
Disposition on appeal:																
Admitted without bond.	999	87	1	3	193	19	78	5	1	27	13	19	5	1	1,451	
Admitted on public-charge bond.	382	80			50	1	7			9	15				569	
Admitted temporarily without bond.	91	39			12				1			1			145	
Admitted temporarily on public-charge bond.	46	19			4					5					144	
Admitted on school bond.	153	10													169	
Debarred.	706	127		3	1,373	22	565	6	3	10	1	16		1	2,833	
Appeals from admitting decisions.	3				6	1	9			2		21			2,833	
Disposition on appeal:																
Admitted without bond.	3					1	2			2					7	
Admitted on bond.					2										3	
Debarred.					4		7								11	
Applications for admission on bond without appeal:																
Granted.	14	4			15	7	1	1			1	1	1		44	
Refused.	2				3	1			2						9	
Applications for hospital treatment:																
Granted.	95	3			3	16		19	1		3				140	
Refused.	21		1		1	7		6			8				44	
Applications for admission until termination of war:																
Granted.	4														4	
Refused.	3														3	
Applications for transit:																
Granted.	29						1		5						35	
Refused.	4				1		3								8	

TABLE XX.—*Deserting alien seamen, fiscal year ended June 30, 1917, by ports.*

New York, N. Y.....	1,953	Mobile, Ala.....	174
Boston, Mass.....	474	New Orleans, La.....	318
Philadelphia, Pa.....	1,118	Galveston, Tex.....	306
Baltimore, Md.....	1,850	Port Arthur, Tex.....	247
Portland, Me.....	139	Gulfport, Miss.....	165
Newport News, Va.....	536	Pascagoula, Miss.....	1
Norfolk, Va.....	640	Portland, Oreg.....	12
Savannah, Ga.....	260	Seattle, Wash.....	99
Fernandina, Fla.....	7	Nome, Alaska.....	10
Charleston, S. C.....	36	Los Angeles, Cal.....	7
Brunswick, Ga.....	47	Honolulu, Hawaii.....	24
Jacksonville, Fla.....	27	San Juan, P. R.....	19
Tampa, Fla.....	12		
Pensacola, Fla.....	91	Total.....	8,572

TABLE XXI.—*Alien stowaways found on board vessels arriving at ports of the United States, fiscal year ended June 30, 1917, by ports.*

New York, N. Y.....	436	Pensacola, Fla.....	16
Boston, Mass.....	26	Mobile, Ala.....	38
Philadelphia, Pa.....	117	New Orleans, La.....	52
Baltimore, Md.....	131	Galveston, Tex.....	24
Portland, Me.....	8	Port Arthur, Tex.....	7
New Bedford, Mass.....	3	Gulfport, Miss.....	2
Gloucester, Mass.....	1	San Francisco, Cal.....	89
Newport News, Va.....	73	Seattle, Wash.....	30
Norfolk, Va.....	31	Portland, Oreg.....	1
Savannah, Ga.....	16	Los Angeles, Cal.....	3
Wilmington, N. C.....	4	Honolulu, Hawaii.....	7
Charleston, S. C.....	7	San Juan, P. R.....	4
Tampa, Fla.....	1		
Jacksonville, Fla.....	10	Total.....	1,138
Miami, Fla.....	1		

TABLE XXII.—*Comparison between alien arrivals and head-tax settlements, fiscal year ended June 30, 1917.*

Immigrant aliens admitted.....	295,403	
Nonimmigrant aliens admitted.....	67,474	
Aliens debarred.....	16,028	
Aliens from Porto Rico, Hawaii, Guam, and Virgin Islands.....	3,323	
Died.....	55	
Erroneous head-tax collections.....	1,962	
Head-tax payments pending from previous year.....	30,230	
		414,475
Exempt from head-tax payments, as follows:		
In transit.....	24,398	
One-year residents of Cuba.....	10,059	
One-year residents of British North America.....	97,121	
One-year residents of Mexico.....	23,019	
Domiciled citizens of British North America, Mexico, and Cuba (rule 1, subd. 3c).....	18,430	
Government officials.....	1,340	
Arrivals in Hawaii prior to May 1, 1917.....	5,187	
Arrivals in Porto Rico prior to May 1, 1917.....	3,450	
Under 16 years, accompanied by parents.....	3,732	
Entered Hawaii prior to July 1, 1907.....	62	
Exemptions on account of aliens debarred.....	12,309	
Total exempt.....	199,107	
Head-tax payments pending at close of year.....	24,883	
		223,990
Aliens on whom head tax was paid.....	¹ 190,485	
Amount of head tax collected during year.....	\$813,080	

¹ 177,700 aliens were taxed at \$4 each and 12,785 at \$3 each.

TABLE XXIII.—*Passengers deported from the United*

Line of vessels.	Ports of departure and destination.	Aliens.						
		Num-ber.	Sex.		Age.		Class.	
			Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
By land.....	From ports of Alaska to— British North America.....	12	9	3	.....	12	12	.....
Leyland.....	From Boston, Mass., to— Liverpool.....	4	4	.....	.....	4	4	.....
United Fruit.....	Costa Rica.....	18	14	4	.....	18	18	.....
	Cuba.....	5	3	2	1	4	5	.....
	Total Boston.....	27	21	6	1	26	27	.....
Tramp.....	From Brunswick, Ga., to— British West Indies.....	.....	.....	.....	.....	.....	.....	.....
Allan.....	From Canada (Atlantic seaports) to— Glasgow.....	43	15	28	4	39	20	23
	Liverpool.....	171	146	25	8	163	18	153
	London.....	11	7	4	.....	11	9	2
Canadian Pacific.....	Liverpool.....	33	17	16	4	29	24	9
Cunard.....	Avonmouth.....	5	1	4	.....	5	5	.....
	Falmouth.....	.....	.....	.....	.....	.....	.....	.....
	London.....	2	1	1	.....	2	2	.....
Donaldson.....	Glasgow.....	59	52	7	1	58	14	45
White Star Dominion..	Liverpool.....	11	6	5	5	6	4	7
	Total Atlantic sea- ports of Canada.....	335	245	90	22	313	96	239
	Via Canada (border sta- tions)—	.....	.....	.....	.....	.....	.....	.....
By land.....	Canada.....	31,687	19,976	11,711	4,278	27,409	31,687	.....
Canadian Australian Royal Mail.....	From Canada (Pacific sea- ports) to— Auckland.....	122	68	54	9	113	112	10
	Hongkong.....	63	47	16	10	53	35	28
	Honolulu.....	3	1	2	.....	3	3	.....
	Kobe.....	6	4	2	.....	6	6	.....
	Manila.....	3	2	1	.....	3	3	.....
	Nagasaki.....	4	2	2	.....	4	4	.....
	Shanghai.....	8	4	4	.....	8	8	.....
	Sidney.....	296	177	118	24	271	272	23
	Suva.....	7	5	2	.....	7	3	4
	Yokohama.....	35	26	9	4	31	27	8
Canadian Pacific.....	Auckland.....	13	9	4	1	12	11	2
	Hongkong.....	1,066	1,017	78	33	1,062	282	813
	Kobe.....	42	33	9	.....	42	35	7
	Manila.....	23	17	6	3	20	22	1
	Moji.....	.....	.....	.....	.....	.....	.....	.....
	Nagasaki.....	32	19	13	5	27	24	8
	Shanghai.....	229	169	60	18	211	208	21
	Sidney.....	6	2	3	.....	5	4	1
	Yokohama.....	755	649	106	35	720	539	216
	Total Pacific sea- ports of Canada.....	2,740	2,251	489	142	2,598	1,598	1,142
East Coast Oil Co.....	From Galveston, Tex., to— Mexico.....	.....	.....	.....	.....	.....	.....	.....
Oil tank.....	Do.....	1	.....	1	.....	1	1	.....
	Total Galveston.....	1	.....	1	.....	1	1	.....
Canadian Australian Royal Mail.....	From Honolulu, Hawaii, to— Auckland.....	76	23	48	3	73	73	3
	Sidney.....	219	97	122	6	213	209	10
	Suva.....	9	7	2	.....	9	7	2
	Vancouver.....	68	29	39	11	57	65	3
	Victoria.....	35	19	16	2	33	25	10

States, fiscal year ended June 30, 1917.

Citizens.							Total.						
Num- ber.	Sex.		Age.		Class.		Num- ber.	Sex.		Age.		Class.	
	Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.		Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.
27	24	3		27	27		45	38	7		45	45	
26	12	14	3	23	26		31	15	16	4	27	31	
53	36	17	3	50	53		80	57	23	4	76	80	
3	3			3		3	3	3			3		3
11	6	5	7	4	5	6	54	21	33	11	43	25	29
19	14	5	9	10	11	8	190	160	30	17	173	29	161
12	9	3	2	10	12		23	16	7	2	21	21	2
3	1	2		3	3		36	18	18	4	32	27	9
3	1	2		2	3		8	2	6	1	7	8	
2		2		2	2		2		2		2	2	
2	2		2	2	2		4	3	1	2	3	4	
2	2		2	1	2	1	61	54	7	1	60	15	46
4	2	2	3	2	4		15	8	7	8	7	8	7
58	37	21	24	34	43	15	393	282	111	46	347	139	254
44,531	33,503	11,028	6,896	37,635	44,531		76,218	53,479	22,739	11,174	64,044	76,218	
40	29	11	1	39	36	4	162	97	65	10	152	148	14
41	24	17	2	39	41		104	71	33	12	92	76	28
29	14	15	6	23	28	1	32	15	17	6	26	31	1
							6	4	2		6	6	
							3	2			3	3	
4	3	1	1	3	4		8	5	3	1	7	8	
12	8	4	3	9	12		20	12	8	3	17	20	
108	67	41	14	94	98	10	403	244	159	38	365	370	33
8	6	2		8	8		15	11	4		15	11	4
17	8	9		17	17		52	34	18	4	48	44	8
							13	9	4	1	12	11	2
659	400	259	75	584	571	88	1,754	1,417	337	108	1,646	853	901
179	88	91	36	143	179		221	121	100	36	185	214	7
162	80	73	17	145	162		185	106	79	20	165	184	1
1		1		1	1		1		1		1	1	
55	33	22	13	42	55		87	52	35	18	69	79	8
480	240	240	98	382	480		709	409	300	116	503	688	21
							5	2	3		5	4	1
561	316	245	45	516	561		1,316	965	351	80	1,236	1,100	216
2,356	1,325	1,031	311	2,045	2,253	103	5,066	3,576	1,520	453	4,643	3,851	1,245
2	1	1	1	1	2		2	1	1	1	1	2	
3	3			3	3		4	3	1		4	4	
5	4	1	1	4	5		6	4	2	1	5	6	
14	9	5		14	13	1	90	37	53	3	87	86	4
68	36	32	4	64	68		287	133	154	10	277	277	10
6	4	2	1	5	2	4	15	11	4	1	14	9	6
189	96	93	11	178	183	6	257	125	132	22	235	248	9
199	98	101	29	170	165	34	234	117	117	31	203	190	44

TABLE XXIII.—*Passengers departed from the United*

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steerage.
	From Honolulu, Hawaii, to—Continued.							
China Mail.....	Hongkong.....	191	188	3		191	5	186
	Kobe.....	2	1	1		2	2	
	Shanghai.....	3	3			3	1	2
Oceanic.....	Yokohama.....	36	29	7	1	35	8	28
	Auckland.....	1	1			1		1
	Melbourne.....							
	Pagopago.....	9	8	1		9	9	
Pacific Mail.....	Sidney.....	68	36	32	5	63	65	3
	Hongkong.....	21	20	1		21	2	19
	Kobe.....	7	6	1		7		7
	Shanghai.....							
	Yokohama.....	9	8	1		9	3	6
Toyo Kisen Kaisha.....	Hongkong.....	205	199	6	1	204	30	175
	Kobe.....	1,124	710	414	11	1,113	4	1,120
	Nagasaki.....	5	1	4		5		5
	Shanghai.....	8	5	3		8	6	2
	Yokohama.....	1,544	1,015	529	47	1,497	123	1,421
	Total Honolulu.....	3,640	2,410	1,230	87	3,553	637	3,003
	From Jacksonville, Fla., to—							
New York and Cuba Mail.	British West Indies.....	27	15	12	2	25	27	
	From Key West, Fla., to—							
Peninsular and Occidental.	Cuba.....	9,001	6,505	2,496	858	8,143	5,147	3,854
Sailing vessels.....	Grand Cayman.....	35	35			35		35
	Miscellaneous.....							
	Total Key West.....	9,036	6,540	2,496	858	8,178	5,147	3,889
	From Miami, Fla., to—							
Sailing vessels.....	British West Indies.....	1,406	1,026	380	137	1,269	458	948
Saunders.....	Do.....	625	489	136	21	604		625
	Binini.....	8	7	1		8		8
	Calbarian.....	1	1			1		1
	Total Miami.....	2,040	1,523	517	158	1,882	458	1,582
	From Mobile, Ala., to—							
Orr Laubenheimer.....	British Honduras.....	1		1		1	1	
	From New Bedford to—							
Tramp.....	Cape Verde Islands.....	202	191	11	1	201		202
	From New Orleans, La., to—							
Bluefields.....	Nicaragua.....	68	48	20	6	62	61	7
Cuyamel Fruit.....	Spanish Honduras.....	95	63	32	18	77	95	
French Line.....	Cuba.....	13	13			13	13	
	Havre.....	5	4	1		5	5	
Southern Pacific.....	Cuba.....	569	469	100	53	516	301	268
United Fruit.....	Panama.....	1		1		1	1	
	British Honduras.....	152	82	70	28	124	152	
	Colombia.....							
	Nicaragua.....	3	1	2		3	3	
	Costa Rica.....	62	43	19	7	55	62	
	Canal Zone.....	97	65	32	14	83	97	
	Cuba.....	656	465	191	61	595	656	
	Guatemala.....	541	372	169	44	497	541	
	Panama.....	164	118	46	11	153	164	
	Spanish Honduras.....	12	6	6	4	8	12	
	Do.....	52	40	12	4	48	52	
	Do.....	3	3			3	3	
Vaccaro.....	Do.....	233	176	57	31	202	233	
Vila & Co.....	Spain.....	6	4	2	1	5	2	4
	Total New Orleans..	2,732	1,972	760	282	2,450	2,453	279

States, fiscal year ended June 30, 1917—Continued.

Citizens.							Total.						
Num- ber.	Sex.		Age.		Class.		Num- ber.	Sex.		Age.		Class.	
	Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.		Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.
55	41	14	17	38	9	46	246	229	17	17	229	14	232
6	6			6	6		2	1	1		2	2	
21	11	10	9	12	12	9	9	9			9	7	2
							57	40	17	10	47	20	37
1	1						1	1			1		1
15	11	4		15	14	1	1	1			1		1
35	21	14	8	27	34	1	24	19	5		24	23	1
9	6	3	1	8	6	3	103	57	46	13	90	99	4
2	1	1		2	2		30	26	4	1	29	8	22
1				1	1		9	7	2		9	2	7
27	12	15	3	24	26	1	1	1			1		1
109	72	37	19	90	36	73	36	20	16	3	33	29	7
614	307	307	573	41	3	611	314	271	43	20	294	66	248
4	2	2		2	4		1,738	1,017	721	594	1,154	7	1,731
20	8	12		20	20		9	3	6		7	4	5
665	346	319	549	116	116	549	28	13	15		28	26	2
							2,209	1,361	848	596	1,613	239	1,970
2,060	1,089	971	1,226	834	721	1,339	5,700	3,499	2,201	1,313	4,387	1,358	4,342
230	115	115	17	213	230	.....	257	130	127	19	238	257	.....
15,355	10,029	5,326	815	14,540	14,337	1,018	24,356	16,534	7,822	1,673	22,683	19,484	4,872
4	4			4		4	39	39			39		39
25	19	6		25	25	.....	25	19	6		25	25	.....
15,384	10,052	5,332	815	14,569	14,362	1,022	24,420	16,592	7,828	1,673	22,747	19,509	4,911
169	99	70	59	110	61	108	1,575	1,125	450	196	1,379	519	1,056
66	43	23	36	30		66	691	532	159	57	634		691
3	2	1		3		3	8	7	1		8		8
							4	3	1		4		4
238	144	94	95	143	61	177	2,278	1,667	611	253	2,025	519	1,750
4	2	2	3	1	4	.....	5	2	3	3	2	5	.....
6	2	4	6	.....	.....	6	208	193	15	7	201	.....	208
188	152	36	19	169	188	.....	256	200	56	25	231	249	7
134	96	38	10	124	134	.....	229	159	70	28	201	229	.....
							13	13			13	13	.....
							5	4	1		5	5	.....
942	639	303	97	845	852	90	1,511	1,108	403	150	1,361	1,153	353
30	23	7		30	30		31	23	8		31	31	.....
141	99	42	18	123	141		293	181	112	46	247	293	.....
5	5			5	5		5	5			5	5	.....
11	11			11	11		14	12	2		14	14	.....
111	89	22	7	104	111		173	132	41	14	159	173	.....
368	267	101	46	322	368		465	332	133	60	405	465	.....
1,692	1,098	594	135	1,557	1,692		2,348	1,563	785	196	2,152	2,348	.....
473	342	131	40	433	473		1,014	714	300	84	930	1,014	.....
1,914	1,150	764	181	1,733	1,914		2,078	1,268	810	192	1,886	2,078	.....
24	16	8	5	19	24		36	22	14	9	27	36	.....
297	222	75	29	268	297		349	262	87	33	316	349	.....
15	11	4	3	12	15		18	14	4	3	15	18	.....
334	268	66	29	305	334		567	444	123	60	507	567	.....
							6	4	2	1	5	2	4
6,679	4,488	2,191	619	6,060	6,589	90	9,411	6,460	2,951	901	8,510	9,042	369

TABLE XXIII.—*Passengers departed from the United*

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steerage.
American.....	From New York to—	11, 130	5, 324	5, 806	817	10, 313	6, 779	4, 351
Anchor.....	Liverpool.....	102	76	26	1	101	81	21
	Queenstown.....	753	312	441	108	647	476	277
	Glasgow.....	426	200	226	50	376	300	126
	Liverpool.....	2	2			2		2
Atlantic Transport.....	Naples.....							
Bermudian American.....	London.....							
Booth.....	Cuba.....	24	15	9	2	22	24	1
	Brazil.....	21	14	7	4	17	20	1
	British West Indies.....	64	26	38	3	61	18	46
Clyde.....	Do.....	21	14	7		21	16	5
	Haiti.....	70	47	23	3	67	70	
	Santo Domingo.....	368	242	126	29	339	368	
Compagnie Générale Transatlantique.....	Bordeaux.....	4, 933	3, 579	1, 354	334	4, 599	2, 356	2, 577
Cunard.....	Falmouth.....	608	256	352	84	524	506	102
	Fishguard.....	5	2	3		5	3	2
	Liverpool.....	3, 023	1, 614	1, 409	428	2, 595	2, 273	750
	London.....	299	128	171	57	242	200	99
	Naples.....	146	110	36	11	135	16	130
	Miscellaneous.....	1	1			1	1	
Fabre.....	Azores.....	168	122	46	12	156	42	126
	Lisbon.....	211	186	25	6	206	26	185
	Marseille.....	34	28	6	2	32	10	24
	Naples.....	367	298	69	29	338	59	308
Holland American.....	Bergen.....	187	124	63	18	169	187	
	Falmouth.....	904	372	532	114	790	904	
	Genoa.....	9	6	3	3	6	1	8
	Rotterdam.....	1, 242	795	447	90	1, 152	829	413
	Spain.....	1	1			1	1	
Italiana Transatlantica.....	Genoa.....	814	555	259	37	777	249	565
	Messina.....	395	346	49	12	383	10	385
	Naples.....	4, 377	4, 063	324	71	4, 306	313	4, 064
	Palermo.....	563	471	92	22	541	63	500
Lamport & Holt.....	Argentina.....	545	404	141	53	492	380	165
	Brazil.....	295	203	92	19	276	222	73
	British West Indies.....	28	17	11	1	27	21	7
	Uruguay.....	57	44	13	4	53	41	16
La Veloce.....	Genoa.....	36	25	11		36	36	
	Gibraltar.....	1	1			1	1	
	Havre.....	1	1			1	1	
	Naples.....	36	22	14	2	34	36	
	Palermo.....	2	1	1		2	2	
Lloyd Brasileiro.....	Brazil.....	439	323	116	40	399	343	96
Lloyd Sabauda.....	Genoa.....	186	158	28	2	184	11	175
	Messina.....	18	16	2	1	17		18
	Naples.....	110	97	13	4	106	21	89
	Palermo.....	58	45	11	4	52	20	36
Miscellaneous.....	Argentina.....	14	8	6	1	13	14	
	Brazil.....	72	49	23	13	59	58	14
	British West Indies.....	23	14	9		23	17	6
	Uruguay.....							
Munson.....	Cuba.....	178	132	46	14	164	178	
National Steam Navigation.....	Naples.....	1, 360	1, 272	88	24	1, 336	119	1, 241
	Piræus.....	1, 493	1, 399	94	20	1, 473	321	1, 172
Navigazione Generale Italiana.....	Genoa.....	1, 998	1, 886	112	19	1, 979	117	1, 881
	Gibraltar.....	2	2			2	2	
	Messina.....	164	128	26	3	151	30	124
	Naples.....	1, 836	1, 540	296	52	1, 784	163	1, 673
	Palermo.....	214	179	35	7	207	23	191
	Piræus.....	95	80	15		95	23	72
	Miscellaneous.....	4	4			4		4
New York & Cuba Mail.....	British West Indies.....	251	151	100	14	237	198	53
	Cuba.....	4, 556	3, 183	1, 373	283	4, 273	3, 820	1, 236
	Guatemala.....	1	1			1	1	
	Honduras.....							
	Mexico.....	987	757	230	35	952	835	152
	Nicaragua.....	6	4	2		6	6	
	Panama.....	9	6	3		9	9	
Norwegian American...	Bergen.....	4, 507	3, 158	1, 349	168	4, 339	1, 538	2, 969
	Christiana.....	182	121	61	4	178	168	14
	Christiansand.....	111	54	57	4	107	12	99
	Stavanger.....	133	79	54	5	128	24	109

States, fiscal year ended June 30, 1917—Continued.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steerage.		Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steerage.
5,020	3,257	1,763	867	4,153	3,522	1,498	16,150	8,581	7,569	1,684	14,466	10,301	5,849
128	70	58	65	63	72	56	102	76	26	1	101	81	21
58	33	25	25	33	32	26	881	382	499	171	710	548	333
263	196	67	...	263	111	152	484	233	251	75	409	332	152
1	1	...	...	1	1	...	2	2	...	...	2	...	2
28	10	18	22	6	10	18	263	196	67	...	263	111	152
7	3	4	1	6	7	...	24	15	9	2	22	24	...
51	37	14	1	50	51	...	22	15	7	4	18	21	1
437	310	127	56	381	437	...	92	36	56	25	67	28	64
4,314	3,382	932	164	4,150	4,218	96	28	17	11	1	27	23	5
122	84	38	30	92	101	21	121	84	37	4	117	121	...
457	362	95	61	396	256	201	805	552	253	85	720	805	...
131	125	6	8	123	4	127	9,247	6,961	2,286	337	8,860	6,574	2,673
21	12	9	16	5	8	13	730	340	390	114	616	607	123
43	31	12	23	20	26	18	5	2	3	5	5	3	2
26	13	13	11	15	21	5	3,480	1,976	1,504	489	2,991	2,529	951
3	1	2	...	3	2	1	430	253	177	65	365	204	226
46	26	20	32	14	24	22	167	122	45	27	140	24	143
2	1	1	1	1	2	...	1	...	...	...	1	...	...
444	271	173	29	415	444	...	211	153	58	35	176	67	144
322	231	91	75	247	271	51	237	199	38	17	220	47	190
117	62	55	73	44	67	50	37	29	8	2	35	12	25
28	17	11	27	1	...	...	413	324	89	61	352	83	330
273	136	137	233	40	66	207	1,348	643	705	143	1,205	1,848	...
47	26	21	44	3	21	26	9	6	3	3	6	1	8
742	498	244	89	653	712	30	1,564	1,026	538	165	1,399	1,100	464
406	270	136	54	352	372	34	1	1	...	...	1	...	...
3	2	1	1	2	1	...	931	617	314	110	821	316	615
24	18	6	1	23	22	2	423	363	60	39	384	10	413
7	4	3	3	4	7	...	4,650	4,189	461	304	4,846	379	4,271
...	...	...	...	...	...	...	610	497	113	66	544	84	526
13	5	8	12	1	13	...	1,287	902	385	142	1,145	1,082	195
250	167	83	48	202	237	13	701	473	228	73	628	594	107
24	16	8	20	4	5	19	31	19	12	2	29	23	8
7	4	3	7	...	...	...	81	62	19	5	76	63	18
3	2	1	3	...	...	...	43	29	14	3	40	43	...
22	18	4	1	21	22	...	1	1	...	...	1	...	...
38	24	14	3	35	37	1	49	27	22	14	35	49	...
8	8	...	1	7	4	4	2	1	...	...	2	...	...
5	3	2	3	2	5	...	699	490	199	88	601	580	109
523	336	187	35	488	523	...	210	174	36	22	188	16	194
125	86	39	55	70	84	41	18	16	2	1	17	...	18
74	36	38	62	12	34	40	117	101	16	11	106	22	95
10	5	5	...	10	10	...	59	47	12	7	52	20	39
8	3	5	8	1	7	...	36	26	10	2	34	36	...
221	114	107	199	22	44	7	110	73	37	16	94	95	15
22	14	8	19	3	4	18	31	22	9	1	30	21	10
58	58	...	...	...	...	...	5	3	2	3	2	5	...
974	568	406	25	949	856	118	701	468	233	49	652	701	...
4,437	2,968	1,469	207	4,230	4,256	181	1,360	1,272	88	24	1,336	119	1,241
2	1	1	...	2	2	...	1,618	1,485	133	75	1,543	405	1,213
2	...	...	...	...	...	...	2,072	1,922	150	81	1,991	151	1,921
399	301	98	8	391	375	24	12	7	5	...	12	...	...
1	1	...	...	1	1	...	162	131	31	11	151	31	131
4	2	2	2	2	4	...	2,057	1,654	403	251	1,806	207	1,850
1,890	1,283	607	519	1,371	711	1,179	236	193	43	26	210	27	209
54	36	18	17	37	37	17	95	80	15	...	95	23	72
64	30	34	43	21	14	50	62	62	...	...	62	1	61
78	51	27	33	45	15	63	1,225	719	506	39	1,186	1,054	171
							8,993	6,151	2,842	490	8,503	7,576	1,417
							2	2	1	...	2	...	...
							3	1	2	...	3	...	...
							1,386	1,058	328	43	1,343	1,210	176
							7	4	3	...	7	...	...
							13	8	5	2	11	13	...
							6,397	4,441	1,956	687	5,710	2,249	4,148
							236	157	79	21	215	205	31
							175	84	91	47	128	26	149
							211	130	81	38	173	39	172

TABLE XXIII.—*Passengers departed from the United*

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
	From New York to—Con.							
Panama.....	Panama.....	357	259	98	32	325	308	49
Quebec.....	Bermuda.....	1,425	726	699	92	1,333	1,424	1
	British Guiana.....	62	38	24	6	56	44	18
	British West Indies.....	674	319	355	45	629	342	332
	Danish West Indies.....	86	41	45	14	72	57	29
	Dutch West Indies.....	10	6	4	1	9	5	5
	French West Indies.....	54	26	28	8	46	35	19
Red Cross.....	British North America.....	648	393	255	38	610	648	
Red D.....	Dutch West Indies.....	132	96	36	10	122	120	12
	Venezuela.....	382	270	112	24	358	329	53
Royal Dutch West Indian Mail.	Dutch Guiana.....	16	7	9	7	9	16	
	Dutch West Indies.....	39	17	22	4	35	39	
	French West Indies.....	2				2	2	
	Haiti.....	252	174	78	34	218	252	
	Mexico.....	1	1			1	1	
Royal Mail Steam Packet.	British West Indies.....	114	62	52	5	109	108	6
	Colombia.....	13	11	2	2	11	13	
	Cuba.....	18	10	8	5	13	18	
	Panama.....	18	16	2		18	18	
Russian American.....	Archangel.....	1		1		1		1
Scandinavian American.	Christiana.....	6,167	5,280	887	99	6,068	672	5,495
	Christiansand.....	522	364	158	9	513	52	470
	Copenhagen.....	2,582	1,398	1,184	173	2,409	1,315	1,267
Sicula Americana.....	Naples.....	2	1	1		2	1	1
Spanish.....	Cuba.....	209	131	78	31	178	175	34
	Mexico.....	244	163	81	44	200	233	11
	Spain.....	2,856	2,414	442	122	2,734	1,356	1,500
Swedish American.....	Gothenberg.....	1,183	694	489	31	1,152	200	983
Trinidad.....	British Guiana.....	22	14	8	2	20	22	
	British West Indies.....	416	252	164	31	385	416	
	Dutch Guiana.....	17	13	4	1	16	17	
	Guatemala.....	13	5	8	3	10	13	
	British West Indies.....	625	319	306	27	598	625	
	Colombia.....	396	267	129	26	370	396	
	Costa Rica.....	83	56	27	8	75	83	
	Cuba.....	838	449	389	62	776	838	
	Guatemala.....	48	34	14	3	45	48	
	Haiti.....	1	1			1	1	
	Honduras.....	8	3	5	1	7	8	
White Star.....	Panama.....	739	523	216	61	678	739	
	Azores.....	460	301	159	17	443	32	428
	Costa Rica.....	4	3	1		4		
	Genoa.....	118	93	25	9	109	29	89
	Gibraltar.....	116	68	48	25	91	17	99
	Lisbon.....	72	69	3		72	2	70
	Liverpool.....	2,778	1,546	1,232	303	2,475	2,153	625
	Madeira Islands.....	15	12	3		15	1	14
	Messina.....	10	10			10		10
	Naples.....	753	624	129	30	723	66	687
	Palermo.....	15	11	4		15		15
Not stated.....	Not stated.....	178	108	70	20	158	176	2
	Total New York.....	77,058	52,580	24,478	4,606	72,452	37,981	39,077
	From Norfolk, Va., to—							
Royal Dutch West Indian Mail.	Dutch West Indies.....	1	1			1	1	
	From Portland, Me., to—							
Anchor Donaldson.....	Glasgow.....	18	3	15	3	15	18	
White Star.....	Liverpool.....	169	77	92	45	124	61	108
	Total Portland.....	187	80	107	48	139	79	108
	From Porto Rico to—							
Bull Insular.....	Danish West Indies.....	112	64	48	11	101	111	1
Compania Naviera Antillana.	Santo Domingo.....	330	221	109	35	295	322	8
	Do.....	70	54	16	5	65	70	

States, fiscal year ended June 30, 1917—Continued.

Citizens.							Total.						
Num- ber.	Sex.		Age.		Class.		Num- ber.	Sex.		Age.		Class.	
	Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.		Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.
4,017	2,444	1,573	694	3,323	4,002	15	4,374	2,703	1,671	728	3,648	4,310	64
5,001	2,235	2,766	153	4,848	5,001	2	6,426	2,961	3,465	245	6,181	6,425	1
72	47	25	8	64	70	2	134	85	49	14	120	114	20
238	125	113	107	131	154	84	912	444	468	152	760	496	416
20	8	12	4	16	17	3	106	49	57	18	88	74	32
12	7	5	1	11	12	.....	10	6	4	1	9	5	5
1,390	690	700	66	1,324	1,390	.....	66	33	33	9	57	47	19
85	66	19	8	77	85	.....	2,038	1,083	955	104	1,934	2,038	.....
178	133	45	10	168	178	.....	217	162	55	18	199	205	12
2	2	.....	.....	2	2	.....	560	403	157	34	526	507	53
9	5	4	3	6	9	.....	18	9	9	7	11	18	.....
275	176	99	37	238	275	.....	48	22	26	7	41	48	.....
42	25	17	22	20	33	9	2	.....	.....	.....	2	2	.....
6	5	1	.....	6	6	.....	527	350	177	71	456	527	.....
15	8	7	4	11	15	.....	1	1	.....	.....	1	1	.....
18	15	3	.....	18	18	.....	156	87	69	27	129	141	15
827	557	270	317	510	299	528	19	16	3	2	17	19	.....
207	133	74	82	125	32	175	33	18	15	9	24	33	.....
1,100	701	399	271	829	619	481	36	31	5	.....	36	36	.....
8	5	3	2	6	8	.....	1	1	.....	.....	1	1	.....
10	8	2	9	1	10	.....	6,994	5,837	1,157	416	6,578	971	6,023
331	227	104	89	242	287	44	729	497	232	91	638	84	645
426	286	140	132	294	104	322	3,682	2,099	1,583	444	3,238	1,934	1,748
33	21	12	2	31	33	.....	2	1	.....	.....	2	1	.....
165	117	48	32	133	165	.....	217	136	81	33	184	183	34
16	14	2	2	14	16	.....	254	171	83	53	201	243	11
944	532	412	64	880	944	.....	3,187	2,641	546	211	2,976	1,643	1,544
187	146	41	12	175	187	.....	1,609	980	629	163	1,446	304	1,305
121	77	44	13	108	121	.....	55	35	20	4	51	55	.....
1,528	901	627	84	1,444	1,528	.....	581	369	212	63	518	581	.....
65	42	23	.....	65	65	.....	33	27	6	3	30	33	.....
17	13	4	1	16	17	.....	13	5	8	3	10	13	.....
1,569	1,100	469	86	1,483	1,569	.....	1,569	851	718	91	1,478	1,569	.....
115	55	60	88	27	18	97	583	413	170	38	545	583	.....
25	13	12	15	10	10	15	204	133	71	21	183	204	.....
31	19	12	21	10	10	21	2,306	1,350	1,016	146	2,220	2,306	.....
2	1	2	.....	.....	.....	.....	113	76	37	3	110	113	.....
483	397	86	63	420	371	112	1	1	.....	.....	1	1	.....
8	6	2	2	6	8	.....	25	16	9	2	23	25	.....
61	39	22	46	15	15	46	2,308	1,623	685	147	2,161	2,308	.....
73	36	37	7	66	73	.....	575	356	219	105	470	50	525
42,619	27,065	15,554	5,901	36,718	35,954	6,665	4	3	.....	.....	4	4	.....
.....	.....	.....	.....	.....	.....	.....	143	106	37	24	110	39	104
.....	.....	.....	.....	.....	.....	.....	147	87	60	46	101	27	120
.....	.....	.....	.....	.....	.....	.....	74	70	4	2	72	2	72
.....	.....	.....	.....	.....	.....	.....	3,261	1,943	1,318	5	2,895	2,524	737
.....	.....	.....	.....	.....	.....	.....	23	18	5	21	1	22	.....
.....	.....	.....	.....	.....	.....	.....	10	10	.....	10	10	10	.....
.....	.....	.....	.....	.....	.....	.....	814	663	151	76	738	81	733
.....	.....	.....	.....	.....	.....	.....	15	11	4	15	15	15	.....
.....	.....	.....	.....	.....	.....	.....	251	144	107	27	224	249	2
42,619	27,065	15,554	5,901	36,718	35,954	6,665	119,677	79,645	40,032	10,396	109,281	73,935	45,742
.....	.....	.....	.....	.....	.....	.....	1	1	.....	.....	1	1	.....
.....
.....	.....	.....	.....	.....	.....	.....	18	3	15	3	15	18	.....
.....	.....	.....	.....	.....	.....	.....	169	77	92	45	124	61	108
.....	.....	.....	.....	.....	.....	.....	187	80	107	48	139	79	108
160	103	57	12	148	157	3	272	167	105	23	249	268	4
429	270	159	74	355	429	.....	759	491	268	109	650	751	8
125	70	55	33	92	125	.....	195	124	71	38	157	195	.....

TABLE XXIII.—Passengers departed from the United

Line of vessels.	Ports of departure and destination.	Allens.						
		Number.	Sex.		Age.		Class.	
			Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steerage.
	From Porto Rico to— Continued.							
Compagnie Générale Transatlantique.	Cuba.....	19	10	9	3	16	9	10
	Danish West Indies.....	110	59	51	8	102	48	62
	French West Indies.....	29	14	15	4	25	12	17
	Haiti.....	9	5	4	1	8	3	8
	Santo Domingo.....	72	46	26	10	62	43	29
Compagnie Générale Transatlantique de Barcelona.	Central America.....	3	2	1	—	3	3	—
	Cuba.....	423	310	113	35	388	196	227
	Mexico.....	11	7	4	—	8	10	1
	Panama.....	3	2	1	2	1	3	—
	South America.....	12	8	4	3	9	9	3
	Spain.....	530	406	124	60	470	359	171
Donald.....	Santo Domingo.....	53	37	16	8	45	50	3
Empress Naviera Antillas.	Do.....	363	290	73	30	333	363	—
	St. Thomas.....	17	13	4	2	15	17	—
Empress Naviera de Cuba.	Cuba.....	158	107	51	12	146	122	36
Lloyd Brazillero.....	Santo Domingo.....	232	154	78	34	198	171	61
Nelson.....	Brazil.....	73	44	29	8	65	66	7
Pinillos.....	Santo Domingo.....	16	13	3	3	13	16	—
Red D.....	Cuba.....	74	43	31	5	69	70	4
	Curacao.....	27	15	12	4	23	23	4
	Dutch West Indies.....	90	55	35	9	81	85	5
	Venezuela.....	287	208	79	24	263	282	5
Trans-Atlantic Barcelona.	Colombia.....	1	1	—	—	1	1	—
Victoria.....	Danish West Indies.....	21	8	13	8	13	21	—
	Santo Domingo.....	34	27	7	3	31	34	—
Sailing vessels.....	Danish West Indies.....	86	61	25	2	84	83	3
	Santo Domingo.....	22	16	6	2	20	22	—
Not stated.....	Not stated.....	5	5	—	—	5	5	—
	Total Porto Rico.....	3,292	2,305	987	334	2,958	2,634	658
	From Providence, R. I., to—							
Fabre.....	Azores.....	153	84	69	11	142	17	136
	Horta.....	28	19	9	1	27	7	21
	Lisbon.....	353	269	84	11	342	9	344
	Ponta Delgada.....	50	24	26	3	47	1	49
	Total Providence.....	584	396	188	26	558	34	550
	From San Diego, Cal., to—							
Compania Naviera del Pacifico.	Mexico.....	4	2	2	—	4	4	—
Ensenada Transportation.	Do.....	8	6	2	1	7	8	—
Gulf Mail.....	Do.....	20	15	5	1	19	20	—
Mexican Navigation & Commercial.	Do.....	58	36	22	13	45	58	—
Oriental.....	Do.....	28	23	5	1	27	28	—
Pacific Sunset.....	Do.....	8	5	3	—	8	8	—
Toyo Kisen Kaisha.....	Do.....	16	14	2	—	16	16	—
W. S. Scammel & Co.....	Do.....	10	9	1	1	9	10	—
Vancouver & San Diego Navigation.	Do.....	598	395	203	82	516	598	—
Not stated.....	Do.....	5	3	2	—	5	5	—
	Total San Diego.....	755	508	247	99	656	755	—
	From San Francisco, Cal., to—							
Canadian Pacific.....	Shanghai.....	35	23	12	—	35	35	—
China Mail.....	Hongkong.....	689	665	24	3	686	88	601
	Kobe.....	33	31	2	—	33	25	8
	Nagasaki.....	5	3	2	—	5	—	5
	Shanghai.....	60	38	22	4	56	58	2
	Yokohama.....	146	126	20	2	144	64	82
H. Smith & Co.....	Ecuador.....	—	—	—	—	—	—	—
	Guatemala.....	1	1	—	—	1	1	—
	Mexico.....	9	4	5	1	8	9	—
	San Salvador.....	1	1	—	—	1	1	—

States, fiscal year ended June 30, 1917—Continued.

Citizens.							Total.						
Num- ber.	Sex.		Age.		Class.		Num- ber.	Sex.		Age.		Class.	
	Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.		Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.
49	29	20	16	33	23	26	68	39	29	19	49	32	36
52	34	18	15	37	34	18	162	93	69	23	139	82	80
11	8	3	3	8	4	7	40	22	18	7	33	16	24
19	13	6	6	13	8	11	28	18	10	7	21	16	12
232	135	97	48	184	94	138	304	181	123	58	246	137	167
5	3	2	1	4	5	1	8	5	3	1	7	8	3
336	224	112	58	278	242	94	750	534	225	93	666	438	321
2	2	2	2	2	1	1	13	9	4	3	10	11	2
1	1	1	1	1	1	1	4	3	1	2	2	4	3
117	56	61	37	80	103	14	12	8	4	3	9	9	3
891	684	207	125	766	761	130	647	462	185	97	550	462	185
581	380	201	106	475	581	1	944	721	223	133	811	811	133
11	10	1	1	10	11	1	944	670	274	136	808	944	1
989	666	323	191	798	363	626	28	23	5	3	25	28	5
480	296	184	83	397	319	161	1,147	773	374	203	944	485	662
15	11	4	3	12	14	1	712	450	262	117	595	490	222
123	87	36	12	111	123	1	88	55	33	11	77	80	8
23	16	7	5	18	5	18	139	100	39	15	124	139	1
5	5	1	1	5	5	1	97	59	38	10	87	75	22
39	28	11	3	36	36	3	32	20	12	4	28	28	4
135	88	47	6	129	135	1	129	83	46	12	117	121	8
1	1	1	1	1	1	1	422	296	126	30	392	417	5
3	1	2	3	3	3	3	2	2	2	2	2	2	2
39	25	14	5	34	33	6	24	9	15	8	16	24	6
76	62	14	2	74	75	1	73	62	21	8	65	67	6
147	96	51	26	121	147	1	162	123	39	4	158	158	4
							169	112	57	28	141	169	5
							5	5	5	5	5	5	5
5,096	3,404	1,692	871	4,225	3,838	1,258	8,388	5,709	2,679	1,205	7,183	6,472	1,916
41	25	16	33	8	7	34	194	109	85	44	150	24	170
11	9	2	6	5	3	8	39	28	11	7	32	10	29
40	20	20	36	4	5	35	393	289	104	47	346	14	379
27	10	17	24	3	1	26	77	34	43	27	50	2	75
119	64	55	99	20	16	103	703	460	243	125	578	50	653
8	6	2	1	7	8	1	12	8	4	1	11	12	1
							8	6	2	1	7	8	1
18	15	3	18	18	18	1	38	30	8	1	37	38	1
19	16	3	19	19	19	1	77	52	25	13	64	77	1
12	6	6	11	1	12	1	40	29	11	12	28	40	1
1	1	1	1	1	1	1	9	6	3	4	9	9	1
9	4	5	4	5	9	1	25	18	7	4	21	25	1
2	2	2	2	2	2	2	12	11	1	1	11	12	1
252	201	51	28	224	252	1	850	595	255	110	740	850	1
3	3	3	3	3	3	3	8	6	2	8	8	8	1
324	254	70	44	280	324	1	1,079	761	318	143	936	1,079	1
111	43	68	16	95	111	1	146	66	80	16	130	146	1
465	368	97	47	418	465	296	1,157	1,036	121	50	1,107	257	900
13	4	9	13	13	13	5	46	35	11	4	46	38	8
10	4	6	4	4	4	5	15	7	8	6	9	5	10
123	64	59	29	94	123	16	183	102	81	33	150	181	2
92	45	47	51	41	41	16	238	171	67	53	185	140	98
4	4	4	4	4	4	4	4	4	4	4	4	4	4
2	2	2	2	2	2	2	3	3	3	3	3	3	3
							9	4	5	1	8	9	1
							1	1	1	1	1	1	1

TABLE XXIII.—*Passengers departed from the United*

Line of vessels.	Ports of departure and destination.	Allens.						
		Num-ber.	Sex.		Age.		Class.	
			Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
	From San Francisco, Cal., to—Continued.							
Java Pacific.....	East Indies.....	1	1			1	1	
	Hongkong.....	483	459	24	5	478	72	411
Nederland Royal Mail.	Batavia.....	4	3	1		4	3	1
	Kobe.....	7	7			7	1	6
	Nagasaki.....							
	Singapore.....	1		1		1	1	
New York & Pacific....	Yokohama.....	114	79	35	7	107	102	12
	Chile.....	2	2			2	2	
	Guatemala.....	2	2		2		2	
	Kobe.....	1	1			1	1	
	Panama.....	12	8	4	1	11	11	1
	Peru.....	2	2			2		2
	San Salvador.....	38	20	18	6	32	34	4
	Yokohama.....							
Oceanic.....	Australia.....	528	335	191	36	490	467	59
	New Zealand.....	24	15	9	10	14	15	9
	Pacific Islands.....	10	6	5	1	9	9	1
Osaka Shoshen Kaisha..	Hongkong.....	2	2			2		2
	Kobe.....	3	3			3		3
	Yokohama.....	136	122	14	1	135	36	100
Pacific Mail.....	Chile.....	5	5			5		5
	Costa Rica.....	16	6	10	6	10	11	5
	Ecuador.....	1	1			1		1
	Guatemala.....	81	47	34	11	70	65	16
	Honduras.....	10	7	3		10	6	4
	Hongkong.....	331	325	6	3	328	19	312
	Kobe.....	43	41	2		43	5	38
	Mexico.....	440	321	119	36	404	283	157
	Nicaragua.....	63	33	30	9	54	61	2
	Panama.....	78	53	25	11	67	39	39
	Peru.....							
	San Salvador.....	96	58	38	16	80	92	4
	Shanghai.....	31	23	8	1	30	28	3
	Yokohama.....	302	263	39	22	280	8	294
Rotterdam.....	Java.....	2	1	1		2	2	
Royal Dutch Line.....	Hongkong.....	8	8			8		8
	Java.....	6	5	1		6	6	
	Nagasaki.....	1	1			1	1	
	Singapore.....	8	4	4	2	6	8	
	Vladivostok.....	110	75	35	17	93	98	12
	Yokohama.....	12	8	4	2	10	10	2
Toyo Kisen Kaisha.....	Chile.....	3	2	1		3	3	
	Hongkong.....	353	285	68	17	336	151	202
	Kobe.....	397	325	72	12	385	70	327
	Mexico.....	4	4			4	3	1
	Nagasaki.....	134	89	45	7	127	24	110
	Panama.....	13	7	6	2	11	12	1
	Shanghai.....	79	46	33	11	68	76	3
	Yokohama.....	3,747	3,044	703	99	3,648	1,054	2,693
Union.....	Australia.....	103	60	43	11	92	51	52
	New Zealand.....	185	98	87	19	166	117	68
	Pacific Islands.....	27	17	10	4	23	19	8
	Society Islands.....	45	23	22	3	42	35	10
	Total San Francisco.	9,081	7,243	1,838	400	8,681	3,395	5,686
	From Seattle, Wash., to—							
Blue Funnel.....	Hongkong.....	296	296			296	1	295
Nippon Yusen Kaisha.	Do.....	73	65	8	1	72	32	41
	Kobe.....	584	504	80	3	581	152	432
	Moji.....	9	5	4		9	6	3
	Nagasaki.....	1	1			1		1
	Shanghai.....	33	25	8	3	30	20	13
	Yokohama.....	704	609	95	7	697	370	334
Osaka Shosen Kaisha...	Hongkong.....	6	5	1	3	3	2	4
	Kobe.....	927	740	187	13	914	27	900
	Moji.....	7	6	1	2	5	2	5
	Nagasaki.....	4	3	1		4	1	3
	Yokohama.....	268	224	44	4	264	18	250
	Total Seattle.....	2,912	2,483	429	36	2,876	631	2,281

States, fiscal year ended June 30, 1917—Continued.

Citizens.							Total.						
Num-ber.	Sex.		Age.		Class.		Num-ber.	Sex.		Age.		Class.	
	Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.		Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
3	2	1		3	3		4	3	1		4	4	
264	240	24	20	244	53	211	747	669	48	25	722	125	622
1	1			1	1		4	3	1		4	3	1
11	7	4	10	1	10	1	125	86	39	17	108	112	13
16	11	5	4	12	10	6	18	13	5	4	14	12	6
1	1			1	1		3	3		2	1	3	
1	1			1	1		2	2		2	2	2	
36	19	17	4	32	36		48	27	21	5	43	47	1
11	8	3		11	11		13	10	3		13	11	2
21	13	8	5	16	18	3	59	33	26	11	48	52	7
1	1			1	1		1	1			1	1	
423	278	145	26	397	413	10	949	613	336	62	887	880	69
2	1	1		2	2		26	16	10	10	16	17	9
99	80	19	2	97	97	2	109	85	24	3	106	106	3
1	1			1	1		3	3			3	3	3
19	12	7	19		7	12	155	134	21	20	135	43	112
4	4			4	4		9	9			9		9
16	14	2		16	14	2	32	20	12	6	26	25	7
1	1			1	1		2	2			2	1	1
77	49	28	17	60	58	19	158	96	62	28	130	123	35
8	7	1		8	5	3	18	14	4		18	11	7
271	212	59	23	248	135	136	602	537	65	26	576	154	448
18	8	10	4	14	16	2	61	49	12	4	57	21	40
272	212	60	26	246	238	34	712	533	179	62	650	521	191
27	20	7	3	24	19	8	90	53	37	12	78	80	10
131	98	33	6	125	78	53	209	151	58	17	192	117	92
2	2			2	2		2	2			2		2
39	27	12	4	35	34	5	135	85	50	20	115	126	9
88	42	46	17	71	88		119	65	54	18	101	116	3
66	33	33	15	51	57	9	368	296	72	37	331	65	303
11	10	1		11	3	8	2	1	1		2	2	
							19	18	1		19	3	16
							6	5	1		6	6	
							1	1			1	1	
							8	4	4	2	6	8	
							110	75	35	17	93	98	12
							15	11	4	2	13	13	2
							6	5	1		6	6	
							1,004	583	421	64	940	760	244
							591	421	170	105	486	191	400
							7	7			7	6	1
							214	136	78	66	148	45	169
							27	18	9	2	25	24	3
							491	292	199	81	410	473	18
							4,927	3,692	1,235	879	4,048	1,705	3,222
							119	68	51	16	103	66	53
							224	125	99	24	200	147	77
							53	39	14	5	48	41	12
							81	48	33	9	72	66	15
5,418	3,386	2,032	1,420	3,998	3,831	1,587	14,499	10,629	3,870	1,820	12,679	7,226	7,273
89	81	8		82	9	80	385	377	8	7	378	10	375
71	36	35	7	64	47	24	144	101	43	8	136	79	65
149	81	68	80	69	66	83	733	585	148	83	650	218	515
13	5	8	9	4	6	7	22	10	12	9	13	12	10
							1	1			1		1
							110	69	41	18	92	72	38
							897	720	177	86	811	477	420
							1	1			1	2	5
							7	6	1	3	4	2	1
							1,100	816	284	155	945	36	1,064
							3	12	7	5	7	4	8
							10	9	3	1	9	1	9
							301	241	60	29	272	27	274
810	459	351	368	442	307	503	3,722	2,942	780	404	3,318	938	2,784

TABLE XXIII.—*Passengers departed from the United*

Line of vessels.	Ports of departure and destination.	Aliens.						
		Num-ber.	Sex.		Age.		Class.	
			Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
Sailing vessels.....	From Tampa, Fla., to— British West Indies... Cuba..... Colombia..... Spanish Honduras.... Total Tampa.....	13 16 29	13 6 19	..... ..... ..... 10 10	..... ..... ..... 6 6	13 10 23	1 1	12 16 28

RECAPITULATION.

Ports of departure and means of transportation.	Aliens.						
	Num-ber.	Sex.		Age.		Class.	
		Male.	Fe-male.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
Alaska.....	12	9	3		12	12	
Boston, Mass.....	27	21	6	1	26	27	
Brunswick, Ga.....							
Canada (Atlantic seaports).....	335	245	90	22	313	96	239
Canada (border stations).....	31,687	19,976	11,711	4,278	27,409	31,687	
Canada (Pacific seaports).....	1,740	2,251	489	142	2,598	1,598	1,142
Galveston, Tex.....			1		1		
Honolulu, Hawaii.....	3,640	2,410	1,230	87	3,553	637	3,003
Jacksonville, Fla.....	27	15	12	2	25	27	
Key West, Fla.....	9,036	6,540	2,496	858	8,178	5,147	3,899
Miami, Fla.....	2,040	1,523	517	158	1,882	458	1,582
Mobile, Ala.....	1		1		1	1	
New Bedford, Mass.....	202	191	11	1	201		202
New Orleans, La.....	2,732	1,972	760	282	2,450	2,453	279
New York, N Y.....	77,058	52,580	24,478	4,606	72,452	37,981	39,077
Norfolk, Va.....	1				1		
Portland, Me.....	187	80	107	48	139	79	108
Porto Rico.....	3,292	2,305	987	334	2,958	2,634	658
Providence, R. I.....	584	396	188	26	558	34	550
San Diego, Cal.....	755	508	247	99	656	755	
San Francisco, Cal.....	9,081	7,243	1,838	400	8,683	3,395	5,686
Seattle, Wash.....	2,912	2,483	429	36	2,876	631	2,281
Tampa, Fla.....	29	19	10	6	23	1	28
Total.....	146,379	100,768	45,611	11,386	134,993	87,655	58,724
Steamships.....	113,102	79,626	33,476	6,961	106,141	55,392	57,710
Sailing vessels.....	1,578	1,157	421	147	1,431	564	1,014
By land.....	31,699	19,985	11,714	4,278	27,421	31,699	
BY YEARS.							
1910.....	380,418	279,896	100,522	22,942	357,476	141,789	238,629
1911.....	518,215	400,294	117,921	27,175	491,040	172,485	345,730
1912.....	615,292	480,732	134,560	28,593	586,699	188,550	426,742
1913.....	611,924	477,769	134,155	30,368	581,556	230,496	381,428
1914.....	633,805	483,265	150,540	31,915	601,890	205,903	427,902
1915.....	384,174	301,785	82,389	21,263	362,911	117,641	266,533
1916.....	240,807	180,975	59,832	15,141	225,666	94,780	146,077
1917.....	146,379	100,768	45,611	11,386	134,993	87,655	58,724

States, fiscal year ended June 30, 1917—Continued.

Citizens.						Total.							
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steer-age.		Male.	Female.	Under 14 years.	14 years and over.	Cabin.	Steer-age.
2	2	.....	.....	2	.....	2	15	15	.....	.....	15	1	14
1	1	.....	.....	1	.....	1	1	1	.....	.....	1	.....	1
2	1	1	1	1	.....	2	2	1	1	1	1	.....	2
13	5	8	2	11	.....	13	29	11	18	8	21	.....	29
18	9	9	3	15	.....	18	47	28	19	9	38	1	46

RECAPITULATION.

Citizens.							Total.						
Number.	Sex.		Age.		Class.		Number.	Sex.		Age.		Class.	
	Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.		Male.	Fe- male.	Under 14 years.	14 years and over.	Cabin.	Steer- age.
53	36	17	3	50	53	.....	12	9	3	.....	12	12	.....
3	3	.....	.....	3	.....	3	80	57	23	4	76	80	.....
58	37	21	24	34	43	15	3	3	.....	.....	3	.....	3
44,531	33,503	11,028	6,896	37,635	44,531	.....	393	282	111	46	347	139	264
2,356	1,325	1,031	311	2,045	2,253	103	76,218	53,479	22,739	11,174	65,044	76,218	.....
5	4	1	1	4	5	.....	5,096	3,576	1,520	453	4,643	3,851	1,245
2,060	1,089	971	1,226	834	721	1,339	6	4	2	1	5	6	.....
230	115	115	17	213	230	.....	5,700	3,499	2,201	1,313	4,387	1,358	4,342
15,384	10,052	5,332	815	14,569	14,362	1,022	24,420	16,592	7,828	1,673	22,747	19,509	4,911
238	144	94	95	143	61	177	2,278	1,667	611	253	2,025	519	1,759
4	2	2	3	1	4	.....	5	2	3	3	2	5	.....
6,679	4,488	2,191	619	6,060	6,589	90	208	193	15	7	201	.....	208
42,619	27,066	15,554	5,901	36,718	35,954	6,665	9,411	6,460	2,951	901	8,510	9,042	369
.....	.....	.....	.....	.....	.....	.....	119,677	79,645	40,032	10,396	109,281	73,935	45,742
5,096	3,404	1,692	871	4,225	3,838	1,268	187	80	107	48	139	79	106
119	64	55	99	20	16	103	8,388	5,709	2,679	1,205	7,183	6,472	1,916
324	254	70	44	280	324	.....	703	460	243	125	578	50	653
5,418	3,386	2,032	1,420	3,998	3,831	1,587	1,079	762	317	143	936	1,079	.....
810	459	351	368	442	307	503	14,499	10,629	3,870	1,820	12,679	7,226	7,273
18	9	9	3	15	.....	18	3,722	2,942	780	404	3,318	938	2,784
.....	.....	.....	.....	.....	.....	.....	47	28	19	9	38	1	46
126,011	85,441	40,570	18,722	107,289	113,122	12,889	272,390	186,209	86,181	29,997	242,393	200,777	71,613
81,041	51,649	29,392	11,736	69,305	68,283	12,768	194,143	131,275	62,868	18,586	175,557	123,675	70,468
439	289	150	90	349	308	131	2,017	1,446	571	217	1,780	872	1,145
44,531	33,503	11,028	6,896	37,635	44,531	.....	76,230	53,488	22,742	11,174	65,056	76,230	.....
342,600	201,950	140,650	57,847	284,753	254,261	88,349	723,018	481,846	241,172	80,789	642,229	396,040	326,978
349,471	211,644	137,827	69,717	279,745	263,585	85,886	867,686	611,938	255,748	96,892	770,794	436,070	431,616
353,890	208,666	145,224	74,117	279,773	275,149	78,741	969,182	689,398	279,784	102,710	866,472	463,699	505,483
347,702	204,568	143,134	71,646	276,056	278,782	68,920	959,626	682,337	277,289	102,014	857,612	509,278	450,348
368,797	210,353	158,444	82,420	286,377	276,679	92,218	1,002,002	663,618	308,984	114,335	888,267	482,482	520,120
172,371	100,377	71,994	37,286	135,075	133,076	39,285	556,545	402,162	154,383	58,559	497,986	250,717	305,828
110,733	69,553	41,180	19,507	91,226	94,242	16,491	351,540	250,528	101,012	34,648	316,892	189,022	162,518
126,011	85,441	40,570	18,722	107,289	113,122	12,889	272,390	186,209	86,181	29,997	242,393	200,777	71,613

18659°—LAB 1917—20

TABLE XXIV.—*Alien arrivals from insular United States, 1908 to 1917, inclusive, by ports.*

Port.	Num-ber.	Year of arrival.										From Ha-waii.	From Por-to Rico.	From Phil-ippine Is-lands.	From Vir-gin Is-lands.
		1908	1909	1910	1911	1912	1913	1914	1915	1916	1917				
New York.....	6,530	440	423	579	616	548	610	694	756	726	1,138	.....	6,495	.....	35
New Orleans.....	59	.....	2	2	3	7	11	12	12	10	.....	.....	59	.....	.....
Galveston.....	4	.....	.....	.....	.....	.....	3	.....	.....	.....	1	.....	4	.....	.....
San Francisco.....	15,847	912	896	1,591	1,076	1,402	2,268	2,595	1,610	1,673	1,824	15,686	.....	161	.....
Portland, Oreg.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	1	.....	.....
Seattle.....	666	6	7	17	28	99	460	14	10	21	4	92	.....	574	.....
Canada (Pacific seaports).....	356	.....	.....	0	63	24	59	36	40	62	63	347	.....	9	.....
Mexican border.....	9	.....	.....	.....	.....	.....	.....	.....	9	.....	.....	9	.....	.....	.....
Total.....	23,472	1,358	1,328	2,198	1,786	2,080	3,411	3,351	2,437	2,492	3,031	16,135	6,558	744	35

TABLE XXV.—*Race, sex, and age of arrivals in continental United States of aliens from United*

Race or people.	Num-ber.	Sex.		Age.			From Hawaii.				
		Male.	Fe-male.	Un-der 14 years.	14 to 44 years.	45 years. and over.	Num-ber.	Length of residence in Hawaii.			
								Un-der 1 year.	1 to 5 years.	Over 5 years.	Not speci-fied.
African (black).....	247	113	134	24	215	8	.....	.....	.....	.....	.....
Armenian.....	2	2	.....	.....	2	.....	5	2	.....	.....	.....
Bohemian and Moravian.....	5	5	.....	.....	5	.....	5	2	.....	1	2
Chinese.....	26	23	3	.....	25	1	26	6	9	2	9
Croatian and Slovenian.....	1	1	.....	.....	1	.....	1	1	.....	.....	.....
Cuban.....	10	7	3	2	8	.....	4	4	.....	.....	.....
Dutch and Flemish.....	32	27	5	1	27	4	8	7	1	.....	.....
East Indian.....	4	4	.....	.....	3	1	4	2	2	.....	.....
English.....	439	240	199	17	311	111	384	268	62	21	33
Finnish.....	7	5	2	.....	6	1	5	2	.....	.....	3
French.....	59	32	27	5	46	8	25	12	13	.....	.....
German.....	173	134	39	6	147	20	93	54	17	3	19
Greek.....	16	15	1	.....	15	1	5	3	2	.....	.....
Hebrew.....	17	17	.....	.....	13	4	5	2	2	.....	1
Irish.....	29	15	14	5	15	9	27	16	4	2	5
Italian (north).....	19	13	6	1	17	1	5	3	1	.....	1
Italian (south).....	38	29	9	2	30	6	1	1	.....	.....	.....
Japanese.....	130	97	33	2	113	15	126	59	36	19	12
Korean.....	15	11	4	1	14	.....	14	3	4	1	6
Mexican.....	7	7	.....	.....	7	.....	3	2	.....	.....	1
Portuguese.....	200	108	92	33	132	35	196	10	74	99	13
Roumanian.....	2	2	.....	.....	2	.....	1	1	.....	.....	.....
Russian.....	59	43	16	4	53	2	50	14	10	16	10
Ruthenian (Russniak).....	1	.....	1	.....	1	.....	1	.....	1	.....	.....
Scandinavian.....	205	173	32	4	191	10	43	21	10	3	9
Scotch.....	70	42	28	3	52	15	55	27	13	9	6
Slovak.....	1	1	.....	.....	1	.....	1	1	.....	.....	.....
Spanish.....	952	650	302	236	591	125	729	13	523	152	41
Spanish American.....	90	60	30	13	67	10	3	.....	3	.....	.....
Syrian.....	49	33	16	5	38	6	2	1	.....	.....	1
Turkish.....	12	9	3	1	10	1	3	2	1	.....	.....
Welsh.....	4	4	.....	.....	3	1	4	1	2	1	.....
West Indian (except Cuban).....	88	49	39	5	78	5	2	2	.....	.....	.....
Other peoples.....	22	19	3	.....	19	3	19	13	1	.....	5
Total.....	3, 031	1, 990	1, 041	370	2, 258	403	1, 850	553	791	329	177

insular United States, fiscal year ended June 30, 1917, showing length of residence in insular States.

From Porto Rico.					From Philippine Islands.					From Virgin Islands.				
Num- ber.	Length of residence in Porto Rico.				Num- ber.	Length of residence in Philippine Islands.				Num- ber.	Length of residence in Virgin Islands.			
	Un- der 1 year.	1 to 5 years.	Over 5 years.	Not speci- fied.		Un- der 1 year.	1 to 5 years.	Over 5 years.	Not speci- fied.		Un- der 1 year.	1 to 5 years.	Over 5 years.	Not speci- fied.
243	177	32	11	23	1	1				3				3
2	2													
6	6													
24	16	2	3	3										
42	27	6	1	8	8	5	1	2		5	3			2
31	18	6	2	5	1	1				1				1
71	45	8	7	11	2		2			1	1			
11	3			8	9	4	5							
12	10			2										
1		1			1	1								
12	7	1	2	2	2	2								
37	20	3	1	13										
1	1				3	1	1	1		1				
					1									
4	4													
3	2	1			1		1							
1	1													
9	8	1												
145	125	3		17						17				17
14	10	2		2	1			1						
208	95	33	43	37	11	1	5	5		4	1			3
85	75	2	2	6	1	1				1	1			
47	17	20	6	4										
9	2	3	4											
83	48	17	6	12						3	1			2
3	2		1	1										
1,104	721	141	88	154	42	17	15	10		35	7			28

TABLE XXVI.—Arrivals in continental United States of aliens from insular United States during fiscal year ended June 30, 1917, showing races and countries in which aliens resided before going to insular United States.

Race or people.	Austria.	Denmark.	France, including Corsica.	German Empire.	Greece.	Italy, including Sicily and Sardinia.	Norway.	Portugal, including Cape Verde and Azore Islands.	Russian Empire.	Spain, including Canary and Balearic Islands.	Sweden.	Switzerland.	United Kingdom.	Total Europe.
Croatian and Slovenian.....	1									1				1
English.....													12	12
Finnish.....									1			1		1
French.....			6						1	1		1		3
German.....				16					1					1
Greek.....					4					1				1
Hebrew.....										1				1
Italian.....														
Italian (north).....										1			1	1
Italian (south).....														
Portuguese.....								179						179
Russian.....									7	3				10
Scandinavian.....														
Scotch.....		2					2				2			4
Spanish.....														
Spanish-American.....								3		792			2	795
Swedish.....														
West Indian (except Cuban).....										2				2
Other peoples.....					1							1		1
Total.....	1	2	6	16	5	3	2	182	9	795	2	3	16	1,042

Race or people.	China.	Japan.	India.	Turkey in Asia.	Other Asia.	Total Asia.	Africa.	Aus- tralia, Tas- mania, and New Zee- land.	Pacific Islands (not speci- fied).	British North Amer- ica.	Central Amer- ica.	South Amer- ica.	West Indies.	United States.	Grand total.
African (black).....											2	3	218	24	247
Armenian.....												2		5	2
Bohemian and Moravian.....														5	5
Chinese.....	7	1				8								18	26
Croatian and Slovenian.....														6	10
Cuban.....								4			1	1	3	11	1
Dutch and Flemish.....											1		16	2	32
East Indian.....	16	15				32		186	8	37		2	7	153	439
English.....		1				1								5	5
French.....								7	1	1		4	5	39	59
German.....	9	4			3	16		2	6		1	16	14	95	173
Greek.....												4	2	3	16
Hebrew.....													5	10	17
Irish.....	1	1				2		13	1	2			2	12	29
Italian (north).....														8	19
Italian (south).....											2			28	38
Japanese.....	1	76				77							1	51	130
Korean.....	1	7			4	12			1				3	4	15
Mexican.....													2	15	200
Portuguese.....						1							2	1	2
Romanian.....														19	59
Russian.....	1	20				21	2	3		3		2	1	1	1
Ruthenian (Russniak).....														68	205
Scandinavian.....	1				1	2		3		2		1	123	52	70
Scotch.....		1	2		3	6		7	1	4				70	1
Slovak.....		1				1									1
Spanish.....								1				7	30	139	952
Spanish American.....									1		3	41	31	12	90
Syrian.....				2		2		1					20	26	49
Turkish.....												1	6	5	12
Welsh.....	2					2								2	4
West Indian (except Cuban).....								2				10	52	22	88
Other peoples.....								9	1	2				8	22
Total.....	40	129	2	2	9	182	2	240	20	52	6	94	550	840	3,031

TABLE XXVII.—Arrivals in continental United States of aliens from insular United States during fiscal year ended June 30, 1917, showing races and final destination within continental United States.

Race or people.	Ariz.	Cal.	Colo.	Conn.	D. C.	Fla.	Hawaii.	Ill.	Ind.	Iowa.	La.	Me.	Md.	Mass.	Mich.	Mo.
African (black).....		5		17	1								1	5	1	
Bohemian and Moravian (Czech).....		18					4									
Chinese.....		1														
Croatian and Slovenian.....		4														
Cuban.....		4														
Dutch and Flemish.....		2					1									
East Indian.....	1	142		3	2		28	6				3		1	4	
English.....		2														
Finnish.....		2					1									
French.....		23					7				1			1		
German.....	1	75			1									1		
Greek.....		3												1		
Hebrew.....		4							1							
Irish.....		11				1	4							1		
Italian (north).....		6						1						1		
Italian (south).....		1														
Japanese.....		82		1			9	2	2	1				2		
Korean.....	2	8					2									
Mexican.....		3														
Portuguese.....		188					1									
Russian.....		34					1	4				1		1		2
Ruthenian (Rusniak).....							1									
Scandinavian (Norwegians, Danes, and Swedes).....																
Scotch.....		31			1		3	1								
Scots.....		23					9									
Spanish.....		740		3										2		
Spanish American.....		1					1						5			
Syrian.....		2		3											1	
Turkish.....		2	1												5	
Welsh.....		3					1									
West Indian (except Cuban).....				2							1					
Other peoples.....		8														
Total.....	4	1,427	1	29	5	1	73	16	3	1	2	3	6	21	5	2

Race or people	Neb.	Nev.	N. J.	N. Y.	Ohio.	Oreg.	Pa.	P. I.	P. R.	R. I.	Tex.	Utah.	Va.	Wash.	Wis.	Outside U. S.	Total.
African (black)							2		3							8	247
Armenian			13	191												2	2
Bohemian and Moravian (Czech)				2													5
Chinese			1	1		1									1		26
Croatian and Slovenian																1	1
Cuban				5												1	10
Dutch and Flemish				22												6	32
East Indian																1	4
English					4	1	2		2	2				9		171	439
Finnish				3										2			7
French				25					3							7	59
German			4	60		2			1					1	1	18	173
Greek				9												3	16
Hebrew				11					1								17
Irish																	29
Italian (north)				10		1										12	19
Italian (south)				33					1							3	38
Japanese				8	2	1						2		1	1	16	130
Korean	1										1						15
Mexican			1	2												5	7
Portuguese				3		2											200
Romanian				7			2		1					8		2	69
Russian																	1
Ruthenian (Russiak)																	
Scandinavian (Norwegians, Danes, and Swedes)			2	86		1	2		1		1			3		76	205
Scotch			1	8					2					3		20	70
Slovak																1	1
Slovenian			2	161			1	1	23		1					18	932
Spanish American				33			1		3	4						22	90
Syrian			2	34			2		2							2	49
Turkish				3					1								12
Welsh																	4
West Indian (except Cuban)			4	57		1			1							23	88
Other peoples				3												9	22
Total	1	3	31	852	6	10	12	3	45	6	3	2	6	27	3	422	3,331

TABLE XXVIII.—Aliens granted hospital treatment under sections 19 and 37 of the immigration law, fiscal year ended June 30, 1917, by races.

	Armenian.	Chinese.	German.	Greek.	Hebrew.	Italian.	Japanese.	Korean.	Mexican.	Polish.	Spanish.	Syrian.	Races not specified.	Total.
Number.....	5	368	1	7	35	45	511	12	1	3	2	2	19	1,011
Diseases:														
Trachoma.....	5	17		2	12	30	31			2	2	2	14	117
Tinea tonsurans.....					3	3								6
Favus.....					1									2
Uncinariasis.....		351			19	11	480	12					1	845
Other diseases.....			1	5					1	1			3	41
Result of treatment and disposition:														
Cured and admitted.....	4	353		6	28	42	464	12		3	1	2	15	930
Died.....				1			1							1
Not cured (deported).....		2							1					1
Still under treatment.....	1	13	1		7		47				1		3	75
Length of treatment:														
Under 1 month.....		337		2	13	15	428	11	1	3	1		10	821
Under 2 months.....	3	10		2	6	11	27	1				1	4	65
Under 3 months.....		5		1	5	9	6						1	27
Under 4 months.....		1		1		4						1		7
Under 5 months.....	1	2				4	2						1	10
5 to 10 months.....				1			1							3
10 to 20 months.....					1									1
Over 20 months.....					2									2
Still under treatment, length of time not stated.....	1	13	1		7	2	47				1		3	75
By whom expenses were paid:														
Parent.....		188		3	5	13	91	2			1		7	280
Husband.....		34			1	6	230	4		1	1		4	281
Self.....		68			1		97	4					2	172
Relatives.....	3	101		4	24	28	27	2		2			5	185
Other.....	2	7	1				66		1			1	1	83
Sex:														
Male.....	1	325	1	2	12	11	238	7	1			2	7	608
Female.....	4	43		5	23	34	273	5		3			12	403
Age:														
Under 14 years.....		23			8	16	16	1					5	74
14 to 44 years.....	5	286	1	6	16	21	468	10	1			2	12	831
45 years and over.....		56			11	8	27	1		1			2	106

TABLE XXVIII-A.—*Aliens granted hospital treatment under sections 19 and 37 of the immigration law, fiscal year ended June 30, 1917, by ports.*

Port.	Diseases.				Result of treatment and disposition.				Length of treatment.										Total.
	Trea- choma.	Tinea ton- surans.	Favus.	Und- nar- asis.	Other.	Cured and ad- mitted.	Died.	Not cured (de- ported).	Still under treat- ment.	Under 1 month.	Under 2 months.	Under 3 months.	Under 4 months.	Under 5 months.	10 to 20 months.	Over 20 months.	Still under treat- ment, length of time not stated.		
New York.....	65	6	1	2	37	98	1	2	10	42	27	15	6	6	2	1	2	10	111
Boston.....	2	1	1	1	2	1	1	1	2	1	1	1	1	1	2	1	2	2	3
New Orleans.....	20	1	1	399	2	403	1	1	14	387	10	5	1	2	1	1	14	419	
San Francisco.....	1	1	1	423	2	386	1	2	40	365	18	3	1	2	26	40	26	40	26
Seattle.....	29	1	1	21	2	42	1	1	8	26	10	3	1	2	1	1	8	8	50
Honolulu.....	117	6	2	845	41	930	1	5	75	821	65	27	7	10	3	1	2	75	1,011
Total.....																			

TABLE XXIX.—*Aliens certified by surgeons as physically or mentally defective, diseases*

Disease or defect.	Num- ber.	Sex.		Age.					
		Male.	Fe- male.	Under 14 years.	14 to 21 years.	22 to 29 years.	30 to 37 years.	38 to 44 years.	45 years and over.
Idiot.....	12	8	4	8	2	1	.....	.....	1
Imbecile.....	26	10	16	11	3	6	5	.....	1
Feeble-minded.....	269	136	133	32	75	76	30	26	30
Psychopathic inferiority (not specified).....	54	42	12	4	13	17	10	4	6
Insanity.....	120	77	43	.....	9	22	19	22	48
Epilepsy.....	38	24	14	4	10	13	7	2	2
Tuberculosis.....	124	100	24	7	24	42	19	13	19
Trachoma.....	767	468	299	183	228	193	86	37	40
Favus.....	27	13	14	4	6	9	6	.....	2
Tinea tonsurans.....	15	6	9	9	3	2	1	.....	.....
Uncinariasis.....	936	641	295	69	379	197	129	79	83
Venereal disease.....	325	291	34	3	86	136	48	28	24
Parasitic disease (not specified).....	91	68	23	12	34	21	12	5	7
Contagious, transmissible, or communicable disease (not specified).....	513	271	242	290	76	52	29	18	48
Rheumatism, arthritis, gout, neuritis.....	256	191	65	1	13	39	53	26	124
Debility, anemia, marasmus, malnutrition.....	198	92	106	17	27	53	41	20	40
Sclerosis.....	62	53	9	.....	.....	1	.....	10	51
Senility (physical degeneration incident to age).....	3,354	1,312	2,042	.....	.....	.....	.....	23	3,331
Organic disease (not specified); general, sys- temic, or constitutional disease (not speci- fied).....	658	454	204	34	93	145	106	66	214
Malignant tumor.....	25	17	8	.....	.....	.....	6	1	18
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid not due to cardiac or kidney disease.....	625	359	266	56	101	127	116	86	139
Acute inflammatory or suppurative condition.....	237	141	96	63	45	56	27	13	33
Chronic inflammatory or suppurative condi- tion.....	648	403	245	48	110	156	119	71	144
Acute injuries.....	76	62	14	13	10	21	12	5	15
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified).....	1,253	906	347	117	185	345	228	135	243
Loss of member.....	413	379	34	7	45	103	102	56	100
Paralysis (partial or complete), atrophy.....	241	160	81	48	35	37	34	18	69
Less than normal function, disordered func- tion (not specified).....	1,343	797	546	42	178	330	258	168	367
Complete loss of function of organ (not speci- fied).....	136	85	51	12	18	28	17	15	46
Undersized.....	165	133	32	4	24	71	33	22	11
Hernia.....	933	920	13	6	42	135	146	197	407
Poor development, lack of development (not specified).....	534	441	93	15	255	99	63	27	75
Pregnancy.....	583	.....	583	.....	155	292	123	13	.....
Infancy.....	400	217	183	274	126	.....	.....	.....	.....
Alcoholism.....	92	89	3	.....	1	14	21	22	34
Not stated.....	2	2	.....	.....	.....	1	1	.....	.....
Total.....	15,551	9,368	6,183	1,393	2,411	2,840	1,907	1,228	5,772

fiscal year ended June 30, 1917, showing sex, age, class of defect, and disposition, by or defects.

Class of defect.				Disposition.											
Class A (1).	Class A (2).	Class B.	Class C.	Admitted on primary inspection.	Admitted by board of special inquiry.	Deported without appeal on decision of board of special inquiry.	Admitted without bond on appeal to department.	Admitted on bond after appeal to department.	Deported pursuant to departmental decision on appeal.	Admitted after hospital treatment.	Deported after hospital treatment.	Application for admission on bond granted and alien admitted.	Application for admission on bond denied and alien deported.	Total admitted.	Total deported.
Idiocy, imbecility, feeble-minded, insanity, constitutional psychopathia inferiority, epilepsy, tuberculosis, and chronic alcoholism.	Loathsome contagious or dangerous contagious disease.	Disease or defect which affects ability to earn a living.	Disease or defect of less degree.												
12						8		1	1			2		3	9
26					1	14		1	5					7	19
269					1	183		2	41			1		45	224
54					2	37			12			1		5	49
120						105			6			3	1	9	111
38						32			2			2	1	4	34
124				2	4	102		6	1	1	1		1	19	105
	767				14	625			2	107	2			138	629
	27				1	24				2				3	24
	15					12				3				3	12
	936				31	21		2	8	866	7	1		900	36
	254	71			18	246	13	5	26	13	2	1	1	50	275
	16	22	53	28	29	18	2	9	2	1	1	1	1	69	22
	513			3	4	462	2		1	40	1			49	464
	231	25	59	125	56	1		2	13					187	69
	162	36	23	117	36	1	7		12		1		1	148	50
	57	5	1	30	23	3	1		4					35	27
		2,755	599	605	2,358	209	32	61	87			2		3,058	296
		621	37	83	256	134	36	60	85		1	2	1	437	221
		24	1	3	10	8	2		1			1		16	9
	259	366	105	411	79	6	5	19						527	98
	88	147	41	154	31	1	2	6				2		200	37
	407	241	148	349	103	13	11	23		1				522	126
	35	41	11	47	13			2		3				61	15
	745	508	279	760	129	18	15	52						1,072	181
	243	170	64	236	78	8	5	20				1	1	314	99
	224	17	41	126	42	5	9	11		1		5	1	187	54
	755	588	248	793	195	21	20	62				4		1,086	257
	126	10	6	38	65	2	13	11				1		60	76
	62	103	37	119	3	3	2	1						161	4
	856	77	96	445	180	50	56	104				2		649	284
	387	147	37	386	36	24	20	30					1	467	67
	123	460	207	264	92	3	2	14				1		477	106
	49	351	1	123	252	2		22						126	274
	92			9	77			5						10	82
			2	1										2	
735	2,530	8,302	3,984	2,130	7,262	3,730	325	319	689	1,037	16	33	10	11,106	4,445

Deformity, malformation, ankylosis, club-foot, permanent injury (not specified)...	10	6	3	8	15	8	27	1	153	7	123	38	84	71	93	14	243	44	1
Loss of member.....	4	2	.....	3	4	1	4	1	87	5	43	18	11	9	45	4	30	8	.....
Palsy (partial or complete), atrophy.....	2	.....	.....	.....	.....	1	6	.....	49	2	25	10	5	14	15	3	33	4	.....
Less than normal function, disordered function (not specified).....	15	9	3	7	5	1	21	1	219	18	118	61	57	126	100	10	203	25	.....
Complete loss of function of organ (not specified).....	.....	.....	.....	.....	.....	1	.....	.....	19	.....	13	7	1	3	8	1	4	2	.....
Undersized.....	1	.....	.....	.....	.....	.....	.....	.....	4	.....	5	1	7	4	2	1	107	4	.....
Hernia.....	14	7	.....	3	23	1	13	.....	81	13	43	20	112	50	31	15	271	4	.....
Poor development, lack of development (not specified).....	8	1	.....	4	1	2	.....	.....	20	.....	16	2	132	17	10	7	148	1	.....
Pregnancy.....	5	6	3	1	9	1	10	.....	81	13	32	32	12	61	25	1	25	108	.....
Infancy.....	2	.....	.....	.....	.....	1	2	.....	26	.....	5	2	.....	6	5	3	2	.....	.....
Alcoholism.....	.....	.....	.....	.....	.....	1	.....	.....	21	1	7	1	.....	.....	35	1	4	.....	.....
Total.....	227	90	18	53	564	14	3	193	11	1,626	161	891	970	942	930	148	2,735	948	27

TABLE XXIX-A.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1917, showing races or peoples, by diseases or defects—Continued*

Disease or defect.	Race or people—Continued.																			Total.
	Lithuanian.	Magyar.	Mexican.	Pacific Islander.	Polish.	Portuguese.	Roumanian.	Russian.	Ruthenian (Russ- mak).	Scandinavian.	Scotch.	Slovak.	Spanish.	Spanish American.	Syrian.	Turkish.	Welsh.	West Indian (except Cuban).	Other peoples.	
Idiot.....			2						1		2								12	
Imbecile.....					3	2		2	1	5	9		1		2				26	
Feeble-minded.....		2	24			1			1	1	5		1	1				1	269	
Psychopathic inferiority (not specified).....			11		1		1	1		13	15		1		1	1			54	
Insanity.....			5																120	
Epilepsy.....			19		1	6	1	1	1	5	2		7					1	38	
Tuberculosis.....	2		180		3	1		9		13	7		25	2	37	3		1	124	
Trachoma.....	1		18																767	
Favus.....			10		1														15	
Tinea tonsurans.....			8										1						15	
Unguias.....			41		6	2	6	5		26	9	6	20	1	1	1		1	936	
Veneral disease.....			6			1				1									325	
Parasitic disease (not specified), or communicable dis- ease (not specified).....										1									91	
Contagious, transmissible, or communicable dis- ease (not specified).....			377		2	3		6	3	6	2		3	1	1			1	513	
Rheumatism, arthritis, gout, neuritis.....	3	1	3		2		3	6	2	21	27	1			1			3	256	
Debility, anemia, marasmus, malnutrition.....	1	1	5			16		3	3	7	19				2			1	198	
Sclerosis.....					1		1			5	2				1			1	62	
Senility (physical degeneration incident to age)- Organic disease (not specified); general, sys- temic, or constitutional disease (not specified).....	3		89		14	233	8	3	4	271	129	1	38	3	5		7	4	3,354	
Malignant tumor.....		1	5		5	11	4	3	2	50	38		24	1	2		6		658	
Nonmalignant tumor, hypertrophy, new growth, dilatation, localized collection of fluid, not due to cardiac or kidney disease.....					1			1		2	5							1	25	
Acute inflammatory or suppurative condition.....	5	5	2		14	62	2	2	6	25	35		7		2		2	1	625	
Chronic inflammatory or suppurative condition.....	1		1		5	45	4	4	4	10	10		2					1	237	
Acute injuries.....	1	1	1		18	22	1	12	8	37	46	1	6	1	3		9		648	
Deformity, malformation, ankylosis, ectatrix, permanent injury (not specified).....					2	4	1	1	2	3			2						76	
Loss of member.....	6	1	30		14	57	3	16	9	60	57	1	25	2	8	2	3		10	1,253
Paralysis (partial or complete), atrophy.....	3	3	20		10	5		7	7	23	33		9	1	2		1	2	413	
		1	8		4	4	1	4	2	15	20		5	3	1		1	3	241	

Less than normal function, disordered innation (not specified).....	1	67	.....	15	42	3	20	9	60	77	2	21	2	4	.....	9	2	9	1,343
Complete loss of function of organ (not specified).....	.....	51	.....	2	2	.....	.....	2	4	9	1	2	1	1	.....	.....	1	1	136
Under-sized.....	.....	.....	1	.....	8	.....	.....	.....	3	4	.....	13	4	.....	1	.....	.....	2	165
Hernia.....	3	1	9	7	51	4	10	7	37	29	.....	48	3	3	6	4	.....	9	933
Poor development, lack of development (not specified).....	.....	.....	.....	.....	92	.....	3	1	6	6	.....	32	.....	1	.....	.....	3	16	534
Pregnancy.....	4	.....	.....	32	3	2	9	21	21	37	1	11	1	1	1	1	1	2	583
Infancy.....	.....	335	.....	.....	.....	.....	.....	.....	.....	7	.....	3	.....	.....	.....	.....	.....	.....	400
Alcoholism.....	3	.....	.....	1	.....	2	1	.....	3	10	.....	1	.....	.....	.....	1	.....	.....	92
Not stated.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	2
Total.....	33	20	1,340	1	164	680	40	123	91	733	658	9	316	22	80	15	53	27	90	15,551

Organ or portion of body affected.

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TABLE XXIX-B.—*Aliens certified by surgeons as physically or mentally defective, fiscal year ended June 30, 1917, showing organ or portion of body affected, by diseases or defects—Continued.*

Disease or defect.	Organ or portion of body affected—Continued.																Total.	
	Genito-urinary system (not specified).	Abdomen, abdominal walls (not specified).	Muscular system, including tendons (not specified).	Skin and appendages, including cellular tissue and mucous membrane (not specified).	Oseous system, including periosteum, cartilage, and joints (not specified).	Head, face, neck (not specified).	Spinal column (not specified).	Shoulder.	Arm, forearm.	Hand, wrist.	Fingers, nails.	Hip, buttock.	Leg, thigh.	Foot, ankle.	More than one organ or portion of body.	General.		Not stated.
Idiot.																		12
Imbecile.																		26
Feeble-minded.																		269
Psychopathic inferiority (not specified).																		54
Insanity.																		120
Epilepsy.																		38
Tuberculosis.	2				1	2	1					5	2					124
Trachoma.																		767
Favus.				3		7					17							47
Three tonsils.						15												15
Uncinariasis.																		936
General disease.	149			38		2					1							325
Parasitic disease (not specified).																		91
Contagious, transmissible, or communicable disease (not specified).	1		69	22	125	7		1	2		93	5	31	5	4	3		513
Rheumatism, arthritis, gout, neuritis.																		286
Debility, anemia, marasmus, malnutrition.																112		198
Sclerosis.																		62
Senility (physical degeneration incident to age).																		62
Organic disease (not specified); general, systemic, or constitutional disease (not specified).																3,354		3,354
Neurasthenia.	3	1		13	7	3	1			2						15	1	658
Malignant tumor.	2					10												25
Neurogenic tumor.																		
Neoplasia.																		
Nonmalignant tumor.																		
Enlargement of gland not due to cardiac or kidney disease.																		
Acute inflammatory or suppurative condition.	83	7	1	1	1	23	1	1		2	2		1	1		1		625
Chronic inflammatory or suppurative condition.	17	10	1	136	5	20	1		2	2	1	2	7	1				237
													13	5				648

Acute injuries.....	1	1	1	1	1	3	8	6	2	15	13	.....	76
Deformity, malformation, ankylosis, cicatrix, permanent injury (not specified).....	30	5	.....	3	6	.....	72	156	9	54	95	.....	1,253
Loss of member.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	413
Paralysis (partial or complete), atrophy.....	.....	7	.....	.....	.....	.....	13	.....	.....	.....	.....	.....	241
Less than normal function, disordered function (not specified).....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Complete loss of function of organ (not specified).....	4	1	1	1	.....	.....	4	.....	.....	4	3	1	1,343
Under-sized.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,136
Hernia.....	.....	833	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	165
Poor development, lack of development (not specified).....	5	52	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	933
Pregnancy.....	583	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	534
Infancy.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	583
Alcoholism.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	400
Not stated.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	.....	92
Total.....	888	1,010	86	245	145	217	162	13	122	140	373	76	15,551

TABLE A.—*Japanese applied for admission, admitted, debarred, deported, and departed, fiscal years ended June 30, 1916 and 1917.*

	1916		1917	
	Continental United States.	Hawaii.	Continental United States.	Hawaii.
Applications for admission.....	9,266	3,650	9,300	4,284
Admitted.....	9,100	3,607	9,159	4,129
Debarred from entry.....	166	43	141	155
Deported after entry.....	44	57	57	6
Departures.....	6,922	2,496	6,581	2,581

TABLE B.—*Increase or decrease of Japanese population by immigration and emigration, fiscal years ended June 30, 1916 and 1917, by months.*

Month.	Continental United States.			Hawaii.		
	Admitted.	Departed.	Increase(+) or decrease (-).	Admitted.	Departed.	Increase(+) or decrease (-).
1915-16.						
July.....	808	335	+ 473	388	212	+ 176
August.....	906	434	+ 472	186	362	- 176
September.....	501	541	- 40	339	170	+ 169
October.....	683	726	- 43	289	321	- 32
November.....	511	1,170	- 659	258	171	+ 87
December.....	596	1,000	- 402	239	100	+ 139
January.....	413	790	- 377	515	179	+ 336
February.....	496	346	+ 150	320	193	+ 127
March.....	833	396	+ 437	253	113	+ 140
April.....	1,189	419	+ 770	338	165	+ 173
May.....	854	400	+ 454	236	264	- 28
June.....	1,306	365	+ 943	246	246	.....
Total.....	9,100	6,922	+2,178	3,607	2,496	+1,111
1916-17.						
July.....	580	345	+ 235	455	247	+ 208
August.....	547	297	+ 250	41	225	- 184
September.....	789	619	+ 170	457	92	+ 365
October.....	673	568	+ 105	364	289	+ 75
November.....	614	1,178	- 564	442	169	+ 273
December.....	708	1,132	- 424	300	214	+ 86
January.....	497	403	+ 94	513	134	+ 379
February.....	684	497	+ 187	323	198	+ 125
March.....	1,054	356	+ 698	272	126	+ 146
April.....	1,016	640	+ 376	476	264	+ 212
May.....	1,045	318	+ 727	238	420	- 182
June.....	952	228	+ 724	248	203	+ 45
Total.....	9,159	6,581	+2,578	4,129	2,581	+1,548

TABLE C.—Occupations of Japanese admitted and departed, fiscal year ended June 30, 1917.

Occupation.	Continental United States.		Hawaii.		Occupation.	Continental United States.		Hawaii.	
	Admitted.	Departed.	Admitted.	Departed.		Admitted.	Departed.	Admitted.	Departed.
PROFESSIONAL.					SKILLED—continued.				
Actors.....	30	8	9	3	Miners.....	3	1	.....	.....
Architects.....	8	1	.....	.....	Painters and glaziers.....	5	3	1	.....
Clergy.....	28	17	15	8	Photographers.....	9	8	3	.....
Editors.....	10	22	6	4	Plasterers.....	.....	.....	.....	1
Electricians.....	8	1	.....	.....	Plumbers.....	.....	1	.....	1
Engineers (professional).....	60	34	2	.....	Printers.....	8	6	6	2
Lawyers.....	3	1	.....	.....	Seamstresses.....	13	.....	25	.....
Literary and scientific persons.....	8	6	1	.....	Shoemakers.....	5	10	3	.....
Musicians.....	.....	7	6	.....	Stokers.....	1	1	.....	.....
Officials (Government).....	112	66	.....	1	Tailors.....	24	19	8	5
Physicians.....	42	29	5	4	Tinners.....	1	.....	1	.....
Sculptors and artists.....	8	5	3	.....	Weavers and spinners.....	.....	.....	1	.....
Teachers.....	66	28	37	14	Watch and clock makers.....	.....	.....	.....	1
Other professional.....	23	30	123	7	Other skilled.....	64	21	5	2
Total.....	406	255	207	41	Total.....	459	370	157	87
SKILLED.					MISCELLANEOUS.				
Bakers.....	5	3	4	.....	Agents.....	13	6	.....	.....
Barbers and hairdressers.....	59	29	10	6	Bankers.....	42	24	.....	1
Blacksmiths.....	.....	.....	3	3	Draymen, hackmen, and teamsters.....	.....	.....	5	5
Brewers.....	.....	.....	.....	1	Farm laborers.....	1,452	40	2,499	197
Butchers.....	1	.....	.....	.....	Farmers.....	1,098	2,151	13	159
Cabinetmakers.....	.....	.....	.....	1	Fishermen.....	56	1	21	12
Carpenters and joiners.....	14	18	41	28	Hotel keepers.....	165	156	4	1
Clerks and accountants.....	121	77	28	16	Laborers.....	819	1,320	28	1,106
Dressmakers.....	1	2	1	1	Manufacturers.....	4	5	1	2
Engineers (locomotive, marine, and stationary).....	.....	.....	.....	.....	Merchants and dealers.....	693	671	118	118
Gardeners.....	32	42	6	4	Servants.....	191	96	125	60
Hat and cap makers.....	49	81	2	3	Other miscellaneous.....	1,148	289	67	49
Ironworkers.....	1	1	.....	.....	Total.....	5,681	4,759	2,881	1,710
Jewelers.....	8	1	.....	.....	No occupation (including women and children).....	2,613	1,197	884	743
Machinists.....	26	35	5	11	Grand total.....	9,159	6,581	4,129	2,581
Mariners.....	1	.....	3	.....				
Masons.....	7	4	.....	1					
Mechanics (not specified).....	.....	.....	.....	.....	

TABLE D.—Statistics of immigration and emigration of Japanese, collected by the United States Government, compared with those reported by the Japanese Government, fiscal year ended June 30, 1917.

From Japan.	Reported by Japan.	Reported by United States.	To Japan.	Reported by Japan.	Reported by United States.
To Hawaii.....	4,554	4,289	From Hawaii.....	3,829	2,573
To continental United States..	8,936	9,463	From continental United States.....	7,750	6,302
Total.....	13,490	13,752	Total.....	11,579	8,875

¹ Embarked within the year.

² Debarked within the year.

TABLE E.—*Japanese arrivals in continental United States, fiscal year ended*

	Came from—					In possession of proper passports.					
	Japan.	Canada.	Mexico.	Europe.	Other countries.	Entitled to passports under Japanese agreement.					
						Former residents of the United States.			Parents, wives, and children of United States residents.		
						Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Total admitted and debarred..	8,807	138	114	174	67	2,429	1,649	4,078	2,780	1,118	3,898
Admitted:											
Male.....	5,441	90	84	162	56	1,965	1,501	3,466	823	430	1,253
Female.....	3,295	18	....	11	4	452	146	598	1,946	685	2,631
Total.....	8,736	108	84	173	60	2,417	1,647	4,064	2,769	1,115	3,884
Debarred:											
Male.....	61	27	30	1	7	11	1	12	4	1	5
Female.....	10	5	....	....	....	1	1	2	7	2	9
Total.....	71	32	30	1	7	12	2	14	11	3	14
Housewives without other occupation	2,124	11	....	5	1	408	....	408	1,707	....	1,707
Children under 14 without occupation	256	6	....	2	....	11	....	11	237	....	237
Came from—											
Japan.....	8,807	....	....	....	....	2,387	1,629	4,016	2,779	1,117	3,896
Canada.....	....	138	....	....	....	4	7	11	....	1	1
Mexico.....	....	....	114	....	....	12	8	20	....	....	....
Europe.....	....	....	....	174	....	6	2	8	....	....	....
Other countries.....	....	....	....	....	67	20	3	23	1	....	1
Resided in continental United States:											
After Jan. 1, 1907.....	4,013	30	12	15	25	2,419	1,645	4,064	....	....	....
Prior to Jan. 1, 1907.....	6	14	13	....	....	10	4	14	....	....	....
Total former residents.....	4,019	44	25	15	25	2,429	1,649	4,078	....	....	....
How related to resident:											
Parents.....	72	....	....	....	1	....	....	....	54	19	73
Wives.....	2,393	4	....	....	....	....	....	....	1,727	667	2,394
Children.....	1,431	1	....	....	....	....	....	....	999	432	1,431
Total parents, wives, and children of residents.....	3,896	5	....	....	1	....	....	....	2,780	1,118	3,898
Kind of passport:											
Limited to United States.....	8,495	17	20	13	17	2,390	1,645	4,035	2,778	1,118	3,896
Limited to United States and other countries.....	211	8	2	92	17	30	2	32	2	....	2
Limited to other countries.....	27	14	42	22	12	7	2	9	....	....	....
Unlimited.....	19	1	1	39	12	2	....	2	....	....	....
Passports dated during—											
Month of arrival.....	3,268	....	....	14	6	922	596	1,518	1,132	385	1,517
First month preceding arrival.....	3,638	9	2	10	11	949	822	1,771	1,057	531	1,588
Second month preceding arrival.....	994	2	2	3	4	276	129	405	340	111	451
Third month preceding arrival.....	376	3	3	6	1	111	37	148	113	40	153
Fourth month preceding arrival.....	228	1	1	4	1	68	21	89	68	26	94
Fifth month preceding arrival.....	134	1	1	3	3	38	19	57	38	15	53
Sixth month preceding arrival.....	87	....	7	24	5	32	7	39	28	8	36
Prior to sixth month preceding arrival, but not before Mar. 14, 1907.....	27	20	45	96	23	29	14	43	4	1	5
Prior to Mar. 14, 1907.....	....	4	4	6	4	4	4	8	....	1	1
Occupations mentioned in passports:											
Nonlaboring occupations.....	1,202	29	54	118	35	331	38	369	319	59	378
Laboring occupations.....	251	4	2	2	4	44	87	131	58	47	105
Occupations not mentioned in passports.....	7,299	7	9	46	19	2,054	1,524	3,578	2,403	1,012	3,415

¹ Improper passports for admission to continental United States are those held by laborers and limited to countries or places other than continental United States.

² Of the 219 without proper passports 48 held passports not entitling them to enter the United States, and 171 were without any kind of passport. The 48 holding improper passports were composed of 46 laborers with passports limited to Hawaii, Canada, or Mexico, 1 laborer with passport limited to Brazil, and 1 nonlaborer holding passport not his own. The 171 without passports consisted of 12 nonlaborers

June 30, 1917, showing various details bearing on the Japanese agreement.

In possession of proper passports—Continued.						Without proper passport. ¹			With and without proper passport.		
Entitled to passports under Japanese agreement—Con.		Total entitled to passports.	Total with passports.								
Not former residents, or parents, wives, or children of residents, nor settled agriculturists—nonlaborers.			Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
1,064	9,040	41	6,273	2,808	9,081	48	171	219	6,321	2,979	9,300
986 72	5,705 3,301	24 12	3,774 2,470	1,955 843	5,729 3,313	21 9	83 4	104 13	3,795 2,479	2,038 847	5,833 3,326
1,058	9,006	36	6,244	2,798	9,042	30	87	117	6,274	2,885	9,159
6	23 11	5	21 8	7 3	28 11	15 3	83 1	98 4	36 11	90 4	126 15
6	34	5	29	10	39	18	84	102	47	94	141
22 11	2,137 259		2,137 259		2,137 259	4 3	2	5	2,141 262		2,141 264
805 28 43 156 32	8,717 40 63 164 56	34 2 1 1 3	5,971 32 55 162 53	2,780 10 9 3 6	8,751 42 64 165 59	12 28 7 9 1	44 68 43 50 7	56 96 50 9 8	5,983 60 62 162 54	2,824 78 52 12 13	8,807 138 114 174 67
	4,064 14		2,419 10	1,645 4	4,064 14	9 3	22 16	31 19	2,428 13	1,667 20	4,095 33
	4,078		2,429	1,649	4,078	12	38	50	2,441	1,687	4,128
	73 2,394 1,431		54 1,727 999	19 667 432	73 2,394 1,431	3 1		3 1	54 1,730 1,000	19 667 432	73 2,397 1,432
	3,898		2,780	1,118	3,898	4		4	2,784	1,118	3,902
601	8,532	30	5,769	2,793	8,562						
291	325	5	323	7	330						
102	111	6	109	8	117						
70	72		72		72						
246	3,281	7	2,300	988	3,288						
291	3,650	20	2,297	1,373	3,670						
144	1,000	5	760	245	1,005						
84	385	4	308	81	389						
51	234	1	187	48	235						
32	142		108	34	142						
47	122	1	107	16	123						
161	209	2	194	17	211						
8	17	1	12	6	18						
687	1,434	4	1,337	101	1,438						
10	246	17	112	151	263						
367	7,360	20	4,824	2,556	7,380						

and 29 laborers who claimed to have lost or left passports held at time of departure from Japan, 6 non-laborers and 17 laborers who claimed to have left Japan without passport, 20 nonlaborers and 43 laborers were citizens of Canada, 26 laborers were stowaways, 1 nonlaborer was a native of England, 2 laborers were United States residents, 2 nonlaborers were wireless operators in transit to join ship, 1 nonlaborer and 1 laborer were seamen in transit to join ship, and the circumstances regarding nonpossession of passports by 5 nonlaborers and 6 laborers are unknown.

TABLE F.—*Japanese arrivals in Hawaii, fiscal year ended June*

	Came from—		In possession of passports.								
	Japan.	Other countries.	Entitled to passports under Japanese agreement.								
			Former residents of Hawaii.			Parents, wives, and children of Hawaiian residents.			Total entitled to passports.		
			Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.
Total admitted and debarred	4,269	15	582	1,022	1,604	598	1,884	2,482	1,180	2,906	4,086
Admitted:											
Male	1,994	11	304	764	1,068	329	463	792	633	1,227	1,860
Female	2,120	4	276	236	512	251	1,319	1,570	527	1,555	2,082
Total	4,114	15	580	1,000	1,580	580	1,782	2,362	1,160	2,782	3,942
Debarred:											
Male	58	1	13	14	8	27	35	9	40	49	
Female	97	1	9	10	10	75	85	11	84	95	
Total	155	2	22	24	18	102	120	20	124	144	
Housewives without other occupation . .	212	110	110	99	99	209	209	209	209	209	209
Children under 14 without occupation . .	526	219	219	288	288	507	507	507	507	507	507
Resided in Hawaii:											
After Jan. 1, 1907	665	3	309	339	648	309	339	648	309	339	648
Prior to Jan. 1, 1907	969	3	273	683	956	273	683	956	273	683	956
Total former residents	1,634	6	582	1,022	1,604	582	1,022	1,604	582	1,022	1,604
How related to resident:											
Parents	116					9	106	115	9	106	115
Wives	1,372					140	1,230	1,370	140	1,230	1,370
Children	1,008					449	548	997	449	548	997
Total parents, wives, and children of residents	2,496					598	1,884	2,482	598	1,884	2,482
Kind of passport:											
Limited to Hawaii	4,191	579	1,022	1,601	597	1,884	2,481	1,176	2,906	4,082	
Limited to United States	4	2		2	1		1	3		3	
Limited to other countries	31	1		1				1		1	
Passports dated during—											
Month of arrival	1,242	132	369	501	165	557	722	297	926	1,223	
First month preceding arrival	2,370	309	579	888	315	1,116	1,431	624	1,695	2,319	
Second month preceding arrival	362	67	50	117	62	150	212	129	200	329	
Third month preceding arrival	146	38	18	56	32	39	71	70	57	127	
Fourth month preceding arrival	51	14	2	16	10	15	26	14	17	41	
Fifth month preceding arrival	22	7	1	8	7	3	10	24	4	18	
Sixth month preceding arrival	19	9	1	10	5	3	8	14	4	18	
Prior to sixth month preceding arrival, but not before Mar. 14, 1907 . .	13	6	2	8	2	1	3	8	3	11	
Prior to Mar. 14, 1907	1										
Occupations mentioned in passports:											
Nonlaboring occupations	101	39	39	9	9	48	48	48	48	48	48
Laboring occupations	21	16	16	3	3	19	19	19	19	19	19
Occupations not mentioned in passports	4,104	543	1,006	1,549	589	1,881	2,470	1,132	2,837	4,019	

¹ The 58 applicants without passports consisted of 31 nonlaborers who were Hawaiian born, 9 nonlaborers and 5 laborers from countries other than Japan, 5 laborers were stowaways, 3 laborers were seamen,

30, 1917, showing various details bearing on the Japanese agreement.

In possession of passports—Continued.						Without passport.			With and without passport.		
Not entitled to passport: Not former residents, nor parents, wives, or children of residents.			Total with passports.								
			Nonlaborers.	Laborers.	Total.						
Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Total.	Nonlaborers.	Laborers.	Grand total.
116	24	140	1,296	2,930	4,226	42	16	58	1,338	2,946	4,284
90	18	108	723	1,245	1,968	29	8	37	752	1,253	2,005
23	5	28	550	1,560	2,110	11	3	14	561	1,563	2,124
113	23	136	1,273	2,805	4,078	40	11	51	1,313	2,816	4,129
2		2	11	40	51	2	5	7	13	45	58
1	1	2	12	85	97				12	85	97
3	1	4	23	125	148	2	5	7	25	130	155
3		3	212		212				212		212
2		2	509		509	17		17	526		526
			309	339	648	17	3	20	326	342	668
			273	683	956	13	3	16	286	686	972
			582	1,022	1,604	30	6	36	612	1,028	1,640
			9	106	115	1		1	10	106	116
			140	1,230	1,370	1	1	2	141	1,231	1,372
			449	548	997	11		11	460	548	1,008
			596	1,884	2,482	13	1	14	611	1,885	2,496
92	17	109	1,268	2,923	4,191						
1		1	4		4						
23	7	30	24		31						
15	4	19	312	930	1,242						
37	14	51	601	1,709	2,370						
30	3	33	159	203	362						
18	1	19	83	58	146						
10		10	34	17	51						
4		4	18	4	22						
1		1	15	4	19						
1	1	2	9	4	13						
	1	1		1	1						
53		53	101		101						
	2	2		21	21						
63	22	85	1,195	2,909	4,104						

1 laborer claimed to have lost passport on steamer, and the circumstances regarding nonpossession of passports by 2 nonlaborers and 2 laborers are unknown.

TABLE 1.—*Summary of Chinese seeking admission to the United States, fiscal years ended June 30, 1912 to 1917, by classes.*

Class alleged.	1912			1913			1914		1915			1916			1917	
	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Escaped.	Admitted.	Debarred.	Admitted.	Debarred.	Died.	Admitted.	Debarred.	Died.	Admitted.	Debarred.
United States citizens	1,756	170	1	2,171	121	...	2,201	139	1,990	119	...	1,932	128	2	2,018	129
Wives of United States citizens.....	88	5	...	126	9	...	122	2	106	2	...	108	6	...	110	6
Returning laborers.....	1,103	1	...	1,036	5	...	1,000	7	889	4	1	690	11	...	618	6
Returning merchants	1,093	18	1	986	13	1	881	20	960	6	...	859	11	1	691	18
Other merchants	170	8	...	105	16	...	180	7	238	7	...	242	5	...	180	13
Members of merchants' families.....	558	133	...	738	92	...	807	130	746	96	1	741	145	...	694	121
Students.....	413	20	...	370	11	...	338	5	344	2	...	301	4	...	223	4
Travelers.....	80	7	...	19	...	...	29	3	61	2	...	86	1	...	52	...
Teachers.....	33	1	...	33	1	...	17	...	15	...	...	28	...	...	19	...
Officials.....	47	1	...	38	...	...	110	...	224	...	...	105	3	...	72	7
Miscellaneous.....	33	36	...	40	116	...	88	97	88	30	...	101	123	1	97	17
Total.....	5,374	400	2	5,662	384	1	5,773	410	5,661	268	2	5,193	437	4	4,774	321

TABLE 2.—Chinese seeking admission to the United States, fiscal year ended June 30, 1917, by classes and ports.

Class or port.	Applications.		Disposition.												Pending June 30, 1917.		Total cases.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
	New applications.	Total.	Preliminary.			Final.						Debarred.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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			By Inspectors.	Appeals dismissed by department.	Writs dismissed by courts.	By Inspectors.	By department.	By courts.	Male.	Female.	Total.	Male.	Female.	Total.	Before Inspectors.	Before department.	Before courts.	Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																						
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TABLE 3.—*Chinese claiming American citizenship by birth, or to be the wives or children of American citizens, admitted, fiscal year ended June 30, 1917, by ports.*

Port.	Foreign-born wives of natives.	Foreign-born children of natives.	Native born.			Total.
			No record of departure (known as "raw natives").	Record of departure (known as "returning natives").		
				Status as native born determined by U. S. Government previous to present application for admission.	Status not previously determined.	
San Francisco, Cal.....	65	821	6	613	64	1,569
Seattle, Wash.....	9	53	2	154	4	222
New York, N. Y.....				3		3
Vancouver, British Columbia.....	9	3		23	2	37
Mexican border.....				1	1	2
Montreal, Canada.....	2			3		5
Boston, Mass.....		8		7	1	16
Total continental United States.....	85	885	8	804	72	1,854
Honolulu, Hawaii.....	25	20	11	100	79	235
Grand total.....	110	905	19	904	151	2,089
BY WHOM ADMITTED.						
Inspection officers.....	109	863	14	902	148	2,036
Department.....	1	40	4	1	3	49
Courts.....		2	1	1		4

TABLE 4.—*Appeals to department from excluding decisions under Chinese-exclusion laws, fiscal year ended June 30, 1917, by ports.*

Action taken.	San Francisco, Cal.	Seattle, Wash.	Honolulu, Hawaii.	New Orleans, La.	Boston, Mass.	Vancouver, B. C.	Montreal, Canada.	Total.
Number of appeals.....	217	50	8	2	2	12	1	292
Disposition:								
Sustained (admitted).....	85	17	2	2	1	9		96
Dismissed (rejected).....	152	33	6		1	3	1	196

TABLE 5.—*Disposition of cases of resident Chinese applying for return certificates, fiscal year ended June 30, 1917.*

Class.	Applications submitted.	Primary disposition.		Disposition on appeal.		Total certificates granted.	Total certificates finally refused.
		Granted.	Denied.	Sustained.	Dismissed.		
Native born.....	37	33	4	1		34	3
Exempt classes.....	705	634	71	6	5	640	65
Laborers.....	493	475	18		2	475	18
Total.....	1,235	1,142	93	7	7	1,149	86

¹ The small number of this class shown as compared with prior years is accounted for by the change in the rule requiring them to have passports issued by the State Department instead of return certificates issued by the Immigration Service.

TABLE 6.—*Action taken in the cases of Chinese persons arrested on the charge of being in the United States in violation of law, fiscal year ended June 30, 1917.*

CASES BEFORE UNITED STATES COMMISSIONERS.		CASES BEFORE UNITED STATES DISTRICT COURTS—continued.	
Until order of deportation or discharge:		After order of deportation—Continued.	
Arrests.....	115	Disposition—	
Pending before hearing June 30, 1916.....	54	Escaped.....	3
Total.....	169	Deported.....	16
Disposition—		Awaiting deportation or appeal June 30, 1917.....	3
Discharged.....	44	Appealed to higher courts.....	15
Pending before hearing June 30, 1917....	49		
Ordered deported.....	76		
After order of deportation:		CASES BEFORE HIGHER UNITED STATES COURTS.	
Ordered deported.....	76	Until order of deportation or discharge:	
Awaiting deportation or appeal June 30, 1916.....	15	Appealed to higher United States courts....	15
Total.....	91	Pending before trial June 30, 1916.....	13
Disposition—		Total.....	28
Escaped.....	1	Disposition—	
Deported.....	43	Discharged.....	4
Awaiting deportation or appeal June 30, 1917.....	10	Pending before trial June 30, 1917.....	11
Appealed to district courts.....	37	Ordered deported.....	13
		After order of deportation:	
		Ordered deported.....	13
		Awaiting deportation June 30, 1916.....	14
		Total.....	27
		Disposition—	
		Deported.....	10
		Awaiting deportation June 30, 1917....	17
		RECAPITULATION OF ALL CASES.	
		Arrests.....	115
		Pending, June 30, 1916, including those awaiting deportation or appeal.....	166
		Total.....	281
		Disposition—	
		Died, escaped, and forfeited bail.....	5
		Discharged.....	63
		Deported.....	69
		Pending, June 30, 1917, including those awaiting deportation or appeal.....	144
CASES BEFORE UNITED STATES DISTRICT COURTS.			
Until order of deportation or discharge:			
Appealed to district courts.....	37		
Pending before trial June 30, 1916.....	62		
Total.....	99		
Disposition—			
Forfeited bail.....	1		
Discharged.....	15		
Pending before trial June 30, 1917.....	54		
Ordered deported.....	29		
After order of deportation:			
Ordered deported.....	29		
Awaiting deportation or appeal to higher courts June 30, 1916.....	8		
Total.....	37		

SUMMARY OF ACTION TAKEN IN THE CASES OF CHINESE ARRESTED, FISCAL YEAR ENDED JUNE 30, 1917.

	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.	Total.
Arrests made.....	9	3	12	13	10	4	20	7	19	6	6	6	115
Died, escaped, and forfeited bail.....	2					1					1	1	5
Discharged.....	5	4	12	3	5	5	1	5	7	9	1	6	63
Deported.....	13	3	6	7	7	4	1	6	3	10	4	5	69

TABLE 7.—Chinese arrested and deported, fiscal years ended June 30, 1914 to 1917, by judicial districts.

Judicial district.	1914		1915		1916		1917	
	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.	Arrests.	Deportations.
Maine.....	3		2		5	1		
Massachusetts.....	5		29	2	4	2	1	
Rhode Island.....					1	1	1	
Connecticut.....	1	1	6		22			3
Northern New York.....	2	2	7		7	12	1	1
Southern New York.....	30	8	58	14	53	26	18	3
Western New York.....			3	1			3	1
Eastern New York.....	9	1	6	2	9	1	7	8
Eastern Pennsylvania.....	9		18	6	4		1	4
Western Pennsylvania.....	1		9	1	6	4	4	5
Middle Pennsylvania.....	6		3					
New Jersey.....	8	3	30	8	12	7	8	
Maryland.....			4	2	8	1	1	2
District of Columbia.....	6	1	7	1	4	1		
Eastern North Carolina.....	3							
Eastern Virginia.....			1					
Northern West Virginia.....			1					
Southern West Virginia.....					2			
Northern Georgia.....			1					
Southern Georgia.....			3					
Middle Alabama.....					1	1		
Southern Alabama.....					1			
Northern Florida.....			1	1				
Southern Florida.....			2				1	1
Southern Mississippi.....					2			
Eastern Louisiana.....			3		2	1	2	
Eastern Kentucky.....	2				2			
Northern Ohio.....	3		12	1	8	3		2
Southern Ohio.....	6		2	1				
Indiana.....							2	1
Northern Illinois.....	9	6	15	3	15	10	23	9
Southern Illinois.....					1			
Eastern Michigan.....	8		7	1				
Western Michigan.....	1	1	1		1			
Eastern Wisconsin.....				1				
Northern Iowa.....			4	1			4	2
Minnesota.....	1	1	3	1			2	
Eastern Missouri.....						1		
Western Missouri.....	2		1	2				
North Dakota.....					1	1	1	
Idaho.....	1	1						
Montana.....			1					
Wyoming.....	2	1					3	2
Western Washington.....	2	4	1		2	2	4	2
Eastern Washington.....					1			
Oregon.....	4	2	2		2	3	2	1
Utah.....	4				1		1	1
Northern California.....	4	9	14	9	9	5	3	3
Southern California.....	62	50	31	30	18	13	16	13
Arizona.....	6	3	6	6	3	3	1	1
New Mexico.....	7	5	1	2				
Northern Texas.....	6	3		1	2			
Western Texas.....	8	25	1	22		1	1	1
Hawaii.....					2	2	4	3
Porto Rico.....	4	4			1	1		
Total.....	225	131	296	119	212	104	115	69

TABLE 8.—*Miscellaneous Chinese transactions, fiscal year ended June 30, 1917, by ports.*

Class.	San Francisco, Cal.	Seattle, Wash.	Honolulu, Hawaii.	Montreal, Canada.	Vancouver, B. C.	New York, N. Y.	Mexican border.	New Orleans, La.	Baltimore, Md.	Boston, Mass.	Total.
United States citizens (Chinese) admitted...	1,514	216	223	3	42	3	2			16	2,018
Alien Chinese admitted.....	1,685	546	334	16	80	79	8			4	2,756
Alien Chinese debarred.....	233	37	29	1	15	4	1	4		1	321
Chinese granted the privilege of transit in bond across land territory of the United States.....	2,266	1		4,451		667	664		3		8,052
Chinese denied the privilege of transit in bond across land territory of the United States.....	28					2	5	40			75
Chinese granted the privilege of transit by water.....	522					6					528
Chinese denied the privilege of transit by water.....						2					2
Chinese laborers with return certificates departing.....	158	178	192		16					1	545
Chinese merchants with return certificates departing.....	446	88	33	2	3	4				1	577
Chinese merchants' wives with return certificates departing.....	3	1	1			1					6
Chinese merchants' minor children with return certificates departing.....		5									5
Chinese students with return certificates departing.....	14	16		2	9	1					42
Chinese teachers with return certificates departing.....	3	5	5								13
Native-born Chinese with return certificates departing ¹	11	4		4	15					1	35

¹ The small number of this class shown as compared with previous years is accounted for by the change in the rule requiring them to have passports issued by the State Department instead of return certificates issued by the Immigration Service.

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APPENDIX II.

REPORT OF THE CHIEF OF THE DIVISION OF INFORMATION.

U. S. DEPARTMENT OF LABOR,
BUREAU OF IMMIGRATION,
DIVISION OF INFORMATION,
Washington, September 24, 1917.

The annual report of the Division of Information for the year ended June 30, 1917, is presented for your consideration.

Tables giving a statistical account of the activities of the U. S. Employment Service, which operates through the Division of Information, will be found at the end of this report. These tables will show to what proportions the Employment Service has grown since it was established two years ago. Changes in the number and jurisdiction of the various zones were made during the year. The 18 zones of which the Employment Service was composed when the last yearly report was submitted grew to 21 before May 1 of the year just ended, and on that date it was decided to give each State jurisdiction within its own territory as a separate zone. There will be found also at the end of this report brief extracts from the annual reports of some of the field officers.

The order constituting each State a separate zone was promulgated on May 1, 1917, but two months prior to the ending of the fiscal year. For the sake of convenience the tables are based on the work done in 21 zones as they existed prior to May 1.

In Table No. 1, under the heading "Applications for help," it will be seen that 189,491 separate employers, or agents for employers, sought the aid of the Division of Information for help during the year just closed. The number of workers they applied for was 418,810. This indicates that the needs of employers, as stated to the division through the various zones, were for over four-tenths of a million workers. Had full information been given to the employers of the United States concerning the existence of the Employment Service, there is no doubt that the number of applications for help would have been more than double what it was.

The number of persons who applied for employment was 413,649. On turning to the number of applications from employers for help it will be seen that they were in need of 5,161 more workers than had applied to the division for employment.

Of the number of workers who applied to the division during the year 363,189 were referred to places where their services were needed; and of this number 283,799 were actually employed. If the question was asked, Why were the 413,649 who made applications for employment not referred to employment? the answer would be that on strict examination the employment officials found that all of the applicants

for places would not measure up to the requirements set forth in the applications of employers for help.

While 363,189 persons were referred to employment, less than that number, or 283,799, were actually employed. The disparity between the two numbers indicates that the employer after careful questioning, or, perhaps, because of some unfavorable impression made on him by the applicant, decided not to employ him. Again, as often happens, a worker who was not directed by the U. S. Employment Service applies, makes a good impression, and is engaged before the person referred in the regular way presents himself.

Frequently it happens that after a person is directed to employment he learns, before presenting himself to the employer, of another opportunity, and on finding it open accepts it without notifying the officers of the Employment Service.

While the number actually employed shows a gratifying increase over previous years, it falls far short of giving the exact number of those employed through the efforts of the employees of the U. S. Employment Service. An incident illustrating one way by which this may occur is as follows: The business of the different offices of the Employment Service is conducted in the hearing of applicants. A man listening to an employee of the service registering an applicant leaves the office without waiting to register, goes to the employer, states that he "just came from the United States employment office," and secures the place before the registered applicant arrives. As the service grows and employers learn of the benefits to follow securing help through the aid of the U. S. Employment Service, the card of identification will be asked for by the employer before he engages the services of anyone claiming to be directed to him by an agent of the service.

An applicant at one of the offices of the service learns, while being registered, that a number of workmen are needed by the concern to which he is being directed. He communicates this information to friends or acquaintances of his; they apply for and are given employment; and although the U. S. Employment Service is instrumental in placing them, it can present no data covering the transaction and therefore can not take credit for the placements.

The 283,799 who were placed through the efforts of the Employment Service secured permanent employment. They were not sent to what are known as "hour and day jobs." Each record of the placement of an individual is complete in itself; those directed to "hour and day jobs" are out of employment when the hour or day expires; they are not recorded as "actually employed," for their names are carried on the registration cards until they are permanently placed.

Table No. 2 shows the number of opportunities, registrations, and placements by months during the fiscal year ended June 30, 1917. It will be noted that practically a steady increase in placements took place each month during the year, for November, December, January, and February have always been dull months.

Those who deal in percentages, which may demonstrate much or little, according to the will, wish, or bias of the dealer, may find something of advantage in the tables contained in this report; but the practical effect of the year's work has been the placing of 168,066 more workers in permanent, profitable employment during 1917 than

were placed during the nine preceding years, as the following table will show:

Number of placements yearly from 1907 to the end of the fiscal year 1916.

Actually placed, fiscal year:

1908 and 1909.....	5, 008
1910.....	4, 283
1911.....	5, 176
1912.....	5, 807
1913.....	5, 025
1914.....	3, 368
1915.....	11, 871
1916.....	75, 195
Total.....	115, 733

For several years the only branch of the Division of Information was located in New York City. When the zone system went into effect the first year of its operation gave New York fourth place, while Chicago stood at the head of the list of distributing centers. The year just ended indicates that New York has taken its place at the head of the column. The District of Columbia zone, although in existence but four months prior to the close of the fiscal year, came within 45 of placing as many workers as the seventh, tenth, eleventh, sixteenth, and seventeenth zones combined and 526 more than were placed in zone No. 1.

Table No. 3 gives the number of applicants for places exclusive of figures from cooperative State and municipal offices. Owing to a demand for accurate statistics and in compliance with instructions given when the Division of Information was established, the races of applicants and the number of each race applying for information have always been given in the annual report. Where the U. S. Employment Service is cooperating with State and municipal employment offices figures as to races can not be given, for these agencies do not collect such data. The figures given in Table No. 3 are for the U. S. Employment Service only in so far as information could be accurately obtained through our own offices. These figures are sufficiently illuminating to show that 200,478 white and 11,827 colored native-born Americans applied for information, while 13,884 American citizens of foreign birth were applicants at our various offices, making a total of 225,189 American citizens who availed themselves of the effort of the U. S. Employment Service to obtain employment. This leaves 52,350 alien applicants to be divided among 47 races or peoples other than American.

A study of the occupations enumerated in Table No. 3 will show that over 80 trades, callings, or occupations were represented.

In connection with these tables it is gratifying to be able to say that the utmost satisfaction has been expressed by those who have had dealings with the officials of the U. S. Employment Service.

EMPLOYMENT FOR RETURNING GUARDSMEN.

In January, 1917, information came to the division that the members of the National Guard of the various States then on duty on the Mexican border were being returned to their homes and mustered out of the Federal service. For the purpose of securing

employment for such members of the guard as had no positions awaiting them, instructions were issued January 22, 1917, by the Commissioner General of Immigration to all field officers of the U. S. Employment Service to take the matter up with the military authorities and other public organizations within their respective zones with a view to rendering all assistance within the power of the Employment Service to accomplish that result. Instructions were also given in connection with the foregoing order to render all possible aid in securing employment for wage earners in the families of the guardsmen who were still on duty on the Mexican border.

In order that intimate cooperation with the War Department might be arranged, particularly with the idea of securing information as to the date when guardsmen would be returned to their respective homes, the assistant chief of the division was designated to give personal attention to this matter and also to take personal charge of the important task of securing employment for the District of Columbia guardsmen.

As an example of what was accomplished in all sections of the country the division cites in some detail the work that was accomplished in securing employment for the District of Columbia guardsmen. The Assistant Chief of the Division of Information, learning that there was an organization in the District of Columbia known as the Military Service Legion, one of the objects of which is to interest itself in the welfare of the men who have been connected with the military or naval service, interviewed the officers of said legion, whereupon a cooperative agreement was entered into between that organization and the Department of Labor, the former being represented by the chairman of its employment department and the latter by the Assistant Chief of the Division of Information. These two officers then began a campaign of publicity to which the press of Washington gave hearty support and personally solicited the assistance of the chamber of commerce, board of trade, Retail Merchants' Association, labor unions, fraternal societies, and other organizations in securing opportunities for employment. Letters were sent to all the leading business houses, requesting to be advised if they had openings for one or more men. These appeals met with a generous response.

The original applications for employment from returning guardsmen numbered but 235, whereas it was found that on coming in actual contact with the guardsmen the number who registered for work was 530. On March 31, on which date the assistant chief of division rendered his final report, the results of the work undertaken were as follows:

Number of persons desiring work.....	530
Number of persons for whom employment was found.....	457
Number of persons registered and awaiting suitable employment.....	73

There were approximately 50,000 National Guardsmen who were returned to their homes from the Mexican border during February and March, 1917, 1,300 of whom returned to the District of Columbia. Using the results achieved in the District of Columbia as a basis, it is estimated that 20,384 persons applied to the U. S. Employment Service for work and that 17,577 were directed to employment.

DIVISION FOR AGED PEOPLE.

In the report of the Division of Information for 1916 under the above heading a statement was made concerning the necessity for establishing a branch of the division to aid aged people in procuring employment. The concluding paragraphs in that reference were as follows:

The division strongly recommends that an effort be made by its field officers to bring this matter to the attention of employers generally, with the end in view of abolishing the arbitrary distinctions which have in a few years grown to sinister proportions and now mark a dead line beyond which capable, willing men and women may not go because of having passed a certain age.

The Division of Information believes that an effort should be made to bring the human element into prominence again in the world of labor.

Copies of last year's report were mailed to several prominent employers of labor and their attention directed to the part dealing with the restoring of aged but still competent men and women to the field of active employment. But little attention was paid the matter until after the declaration of war against Germany, and since then the requests coming to the division for information concerning aged people (or perhaps it would be better to say those who were previously barred after having passed their thirty-fifth or fortieth year) are indicative of a desire to give employment to such people. One employer who at first doubted the practicability of such a move was fearful lest his patrons would class his wares as inferior should it become known that he was giving employment to people beyond the age limit set to human usefulness by certain employers. In writing the chief of the division he previously requested that his name be not mentioned, but gives permission to quote him as follows:

At first I was skeptical as to the wisdom and practicability of hiring old men to work in my factory, but having given a number of them a trial I find that they are in all instances fully up to the mark in production and excel many younger men in the painstaking care evidenced in their work. I now realize it as a mistake on the part of the employers to bar men or women because they have passed a certain age, and shall hereafter test future employees by their ability to perform services rather than by their ages.

It is therefore the intention of the division to carry this work forward systematically until such time as the growing demand for workers will necessitate setting aside the bar that heretofore stood before men and women over 35 or 40 years of age when seeking employment.

GRAIN-BELT SITUATION.

Owing to the experience gained during the past three years in directing men to the wheat fields during harvest season, the work of this year was more systematically carried on and therefore much simplified. Thorough cooperation with the officials of the wheat-growing States was effected, and, although the crop was smaller than the preceding year, the difficulty in securing competent help was greater than formerly, owing to the demand for workers occasioned by the war between the United States and Germany. On February 3 the Commissioner General sent the following letter to the director of employment of the U. S. Employment Service at Kansas City, Mo.:

You are hereby directed to make all necessary preparations for the furnishing of farm hands for the coming harvest in the States hitherto served by the service estab.

lished with headquarters at Kansas City. Consult the State commissioners and all officers who are in attendance at the National Farm Labor Exchange, which meets in your city on Monday and Tuesday next, with a view of ascertaining what is required to meet the situation in their respective States, and arrange for cooperation generally. You will accompany the representative of the department at said conference and with him take part therein. The department and the bureau are especially anxious to serve the interests of the farming communities of the States represented and to do all in their power to aid in securing the farm and other labor they require.

They are also particularly anxious to induce the farming organizations and farmers generally in those States to take up with their respective commissioners the local work in each community to be served, so as to dovetail with that of the commissioner as well as that of the U. S. Employment Service.

Please report to the bureau what is needed and what it can do to facilitate the work above outlined.

On the same date on which the above was issued the Assistant Chief of the Division of Information was directed to proceed to Kansas City to represent the Department of Labor and the Bureau of Immigration at the annual meeting of the National Farm Labor Exchange. Inasmuch as the report submitted on his return gives full and accurate information concerning the meeting and its purposes, it is given herewith in full:

Pursuant to authority contained in the bureau's letter of February 3, No. 512/2, and in accordance with instructions set forth in your communication of the same date, No. 762/199, I left my official station at midnight February 3 and proceeded to Kansas City, Mo., as a representative of the Department of Labor and the Bureau of Immigration at the annual meeting of the National Farm Labor Exchange, held at the Baltimore Hotel in said city on February 5 and 6. Owing to extremely cold weather and snow furries the train schedules were wholly upset, and, although I connected at Chicago with the Santa Fe train for Kansas City as contemplated, this train reached Kansas City two hours late; that is, at 12.30 p. m. Monday instead of 10.30 a. m. as scheduled. On this account I was unable to attend the Monday forenoon session of the exchange, but I was informed by the president that this caused no inconvenience, as this was entirely informal in character.

On arriving at Kansas City I proceeded at once to the office of the U. S. Employment Service at 804 Grand Avenue and there presented to Mr. Barkman the letter addressed to him by the bureau instructing him to accompany me to the conference. I also got in telephonic communication with Mr. Ashton, secretary of the National Farm Labor Exchange, and learned from him that the afternoon session would convene at 1.30 o'clock. In company with Mr. Barkman I attended the afternoon session. While the president of the exchange, Mr. McCaffree, and the secretary, Mr. Ashton, both expected the Commissioner General to attend the meeting and were consequently disappointed at not seeing him, yet they expressed appreciation of the interest manifested by the department and bureau in sending a representative on so long a journey for such a brief conference.

Under the call for the conference the first day's sessions were to be composed of representatives of the Federal and State Governments and there were present on that occasion the following: Charles McCaffree, commissioner of immigration, Pierre, S. Dak., president of the National Farm Labor Exchange; W. G. Ashton, commissioner of labor, Oklahoma City, Okla., secretary of the National Farm Labor Exchange; G. E. Norman, deputy commissioner of labor, Lincoln, Nebr.; C. H. Danners, Kansas free employment clerk, Topeka, Kans.; A. L. Barkman, Federal director of employment, Kansas City, Mo.; and J. L. McGrew, representing the Department of Labor and Bureau of Immigration.

When the conference assembled on the afternoon of February 5 I submitted a statement outlining the attitude of the department and bureau toward the problems presented, using as a basis the letter addressed to me by the Commissioner General dated February 3.

Following the presentation of my statement President McCaffree called upon each State representative for an account of last year's operations and suggestions for the coming season.

OKLAHOMA.

Mr. Ashton, of Oklahoma, stated that he had experienced no particular difficulty last year; that there had been only one slight shortage of men and that that was in the northwestern part of the State; that he had no surplus of men at any point and no

labor trouble. Mr. Ashton stated further that he corresponded early in the season with over 3,000 individual farmers in Oklahoma, asking them for an estimate of the number of men needed; that probably only 10 per cent answered; but that from the replies he was able to get a good idea of the situation. Then as the season advanced he secured some free publicity in rural quarters through the Western Newspaper Union, preparing the matter as brief news items and in such general terms as to make it necessary for the men seeking employment to write him before proceeding to the harvest fields, and that when they did write him he was in a position to put them in direct touch with the farmer needing help. In this way he felt he got high-grade, experienced men and avoided congestion. He also spoke in high terms of the special service rendered by the department and bureau at their Kansas City office under the supervision of the general inspector in charge of employment at that place. He said he could always depend upon that official sending him from 15 to 50 men every day when he wanted them. He said he was able to handle the situation very well in his own State with his own force, but made the following suggestion for departmental cooperation in addition to the service rendered by the temporary field office at Kansas City as heretofore: That the bureau designate a sufficient number of field men to form a flying squadron to go through the rural sections of the adjacent States, such as Indiana, Ohio, Illinois, Wisconsin, and Kentucky, some time in April, and hold meetings, due notice of which shall have been given previously through the press or post offices, for the purpose of enrolling the names and addresses of experienced men who will be free to go to the harvests of the Middle West when they receive word from the department that they are needed. This he thinks will be an excellent thing to do, both with a view of avoiding congestion and for the purpose of raising the standard of men who engage in the work. He said he realized this would require a good many Government agents, but that the time required would be short—possibly not more than 8 or 10 days. In this way he felt the bureau could render his State the greatest service.

KANSAS.

Mr. Danners, of Kansas, reported that in cooperation with the United States at Kansas City and with Mr. Ashton at Oklahoma City his State got through very nicely last year; that they had some labor trouble; that in some cases city officials would arrest the offenders and give them sentences of 60 days, only to turn them loose after 2 or 3 days' confinement. He said he regarded as of great importance the passage of the two bills mentioned in the Commissioner General's annual report, namely, Senate bill 4309, authorizing and regulating special rates on interstate transportation for persons directed to employment by the Department of Labor; and Senate bill 5634, to regulate interstate employment agencies. Mr. Danners was especially disappointed in the fact that the Commissioner General was not in attendance at the conference, as he wished him to go to Topeka and assist in securing the passage of two bills on which favorable reports have been made to the State legislature, namely, senate bill 244, for the regulation of private employment agencies; and senate bill 245, creating a State employment bureau. Mr. Danners expressed the hope that the Commissioner General would come to Topeka as soon as possible to take up with Commissioner McBride and himself the question of cooperation, in which he expressed a favorable interest. He stated that if the legislature enacted the law creating a State employment bureau he hoped his State would be in a position to open a cooperative employment office by April 1. So far as the harvest-hand situation is concerned, Mr. Danners had no suggestions to make other than that as efficient a man be assigned to the work at Kansas City for the coming season as had been in charge of the harvest service there the past year.

NEBRASKA

Mr. George E. Norman, deputy commissioner of labor, Lincoln, Nebr., reported that his State handled the harvest-hand situation by communication with the county clerks as to the probable number of men needed and then advertised by publication in the newspapers; also that the office kept in touch with the Government field office at Kansas City. He stated that a good deal of labor trouble had occurred in his State, even to the extent of burning stacks of grain by one element. He said that if the legislature now in session gave him the appropriation asked for he would be able to enter into cooperation with the Department of Labor in employment matters and furnish a girl stenographer for the Omaha office by April 1. He said he would be pleased to see the Commissioner General at any time that he could come West, and that he would meet him in Omaha if notice of a day or two were given him.

SOUTH DAKOTA.

Mr. McCaffree, of South Dakota, reported a great deal of labor trouble in his State. At Redfield a fight occurred and several shots were fired and at Aberdeen serious trouble had taken place; but that railway detectives had finally driven out the disturbers. He said the governor of his State had recommended that a law be passed creating a State constabulary to handle the situation; also that a law had been introduced making it a felony to steal a ride on a train or to carry concealed weapons. With the passage of these laws he thinks the State will be able to handle the situation. Mr. McCaffree spoke very favorably of the action of the bureau in appointing a representative of the Government to assist in handling the South Dakota situation during last year's harvest, and said he was so much pleased at the cooperation and that it worked so well that he had decided to enter into a written agreement for cooperation with the department throughout the year. In reference to the establishment of a temporary office at Sioux City last year, he stated that it was in the northern part of the town, while the men congregated in the southern part, and for this reason the best results could not be obtained. He felt that with the cooperation entered into with the bureau and with a permanent office located at Omaha this year the situation could be dealt with to better advantage.

During the afternoon session Mr. McCaffree received and read to the conference a message of greeting and a proffer of cooperation from the Secretary of Labor, whereupon I was instructed to convey to the Secretary on my return to Washington an expression of the thanks and appreciation of those assembled for his courtesy. A resolution to this effect was also adopted and will be submitted to the department by the secretary of the National Farm Labor Exchange as part of the proceedings of the conference.

At the session of the conference on Tuesday, February 6, representatives were present from the following railroads: Frisco Lines; Santa Fe Lines; Burlington Route; Northwestern Line; Chicago, Milwaukee & St. Paul; and Missouri Pacific. At these meetings the railroad men participated, and a general discussion was had concerning the most effective way in which the railroads could cooperate. Arrangements were made for the lines entering the wheat belt through Kansas City to cooperate with the U. S. Employment Service at that point, and that the lines entering the State of Kansas north of Kansas City should cooperate with the State commissioner of labor at Topeka. It developed during the session that the railroads heretofore in some cases had reported to private labor agencies any shortage of help that came to their notice, whereas this information will be communicated to the Federal and State Governments in the future. All present expressed themselves as willing and anxious to cooperate in all feasible ways.

The conference adjourned at 3.30 p. m., on Tuesday, February 6, when all of the State officials accepted the invitation of Mr. Barkman to visit the cooperative public employment office at 804 Grand Avenue.

I feel that the importance of the conference fully justified the bureau in sending a representative thereto from Washington. There was a strong sentiment expressed in favor of holding another meeting at Kansas City late in April or early in May to make the final arrangements for this season, and I believe that it would be well for the department and bureau to be represented there.

In view of the fact that the officer who handled the special harvest service at Kansas City last year has been granted leave of absence without pay for an extended period, I recommend that early consideration be given to the question of the designation of some one to take charge of the harvest work at Kansas City during the coming season. Unless the department and bureau have some one else in mind, I would suggest the detail of the director of employment now stationed at Kansas City to this work, furnishing him with an additional stenographer during the harvest period.

It is possible that the services of the clerk who assisted last year could be temporarily secured to aid this season. If so, I think such an arrangement should be made. I am sure it would be very agreeable to the director of employment.

On May 2 the director of employment at Kansas City addressed a letter to the Division of Information, which reads as follows:

Several days ago we addressed approximately 560 postmasters in Kansas, covering the entire main wheat belt, requesting information as to the condition of wheat as compared with last year, estimated number of men needed from outside sources this year, etc. So far we have received about 225 replies and hope to hear from the majority by the 4th instant.

Our report (or bulletin) on the above will be in detail, showing the actual condition in each locality, number of men needed, etc., and it is requested that the division advise as to whether it desires this report submitted for issuance from the bureau, if to

be issued, or if it prefers that this office publish same in bulletin form direct to all offices in the Employment Service and to others who may be interested. It is believed this report will be of special interest to men who have followed the harvest in former years, as it will enable them to know whether they may hope to secure employment in localities where they may have worked.

Another inquiry sheet will be mailed out from this office the latter part of this month which will aim to secure the exact number of men needed, by classes, such as ordinary hands, stackers, enginemen, teams, cooks, etc.; wages paid; date when wanted; and any other information that may be deemed pertinent.

Reports so far received indicate a very light crop compared with last year. Counties which last year planted from 100,000 to 200,000 acres will have none at all this year; others have from 10 to 25 per cent. Only seven counties report as good as 75 per cent. One county, Sumner, reports better prospects this year than last. The localities so far heard from state a need for about 8,500 men. It is believed that the men who start in Oklahoma and southern Kansas should be able to handle considerable of the crop farther north. Last year it was estimated that Kansas would need from 35,000 to 40,000 men.

Carrying out the suggestion contained in above letter the director of employment at Kansas City issued a number of bulletins containing information which he deemed to be of importance. As one of these bulletins gives information which may be of service in the future, it is reproduced here:

HARVEST INFORMATION.

Oklahoma.—Mr. W. G. Ashton, labor commissioner, office at Oklahoma City, Okla., states as follows: "Harvest will start about June 8 to 10 in north central Oklahoma, Enid and Oklahoma City being the main distributing points for this portion of the State. The wages will not be less than \$2 per day and up, including board and lodging. We have made a very careful survey of the situation and have concluded that it will require 5,000 men this year." Persons who contemplate starting the season in Oklahoma should first communicate with Mr. Ashton to find out whether or not employment will be available for them upon arrival.

Kansas.—The crop promises to be much lighter this year than last. Many counties having a large wheat acreage last year will have none this season; only a few counties will approximate last year's yield. However, it is estimated that 15,000 men will be needed from outside sources. Wages will probably range from \$2 to \$6 per day, board and lodging, according to experience and class of work at which engaged. The cutting in Kansas starts a few days later than in Oklahoma; that is, about June 15 to 20. The State commissioner of labor, Topeka, Kans., will furnish detailed information upon request.

IN GENERAL.

Many start the season in Oklahoma and work north, winding up in the Dakotas or Minnesota, and in this way get in about three months' work at good wages. Lucrative employment can be found in the thrashing. Where the wheat has been spoiled other crops are being put in. In the fall good wages can be made husking corn. The majority of farmers who want harvest hands prefer able-bodied English-speaking white men.

All persons desiring harvest work must bear cost of transportation to and from the fields. We do not know of any way in which free or reduced fare may be obtained. It is unnecessary to pay any fee in connection with the matter of obtaining employment in the harvest fields. Government and State employment offices are in possession of all necessary information and will gladly furnish advice free of cost. Applicants should have sufficient funds for subsistence in the event of unavoidable delays in commencing harvest.

Persons who will communicate with this office between June 1 and 10 will be directed to employment by letter, if so desired, but all who can conveniently do so are urged to travel via Oklahoma City, Okla.; Topeka, Kans.; Omaha, Nebr.; or Kansas City, Mo.; this in order to obtain the latest information concerning crop conditions, points where men are needed, etc. During the season Kansas City will be the main distributing point and will be in daily touch with all points of the wheat belt.

On May 25 the Division of Information issued the following bulletin:

NOTICE REGARDING HARVEST HANDS.

OKLAHOMA.

The Division of Information of the Bureau of Immigration, United States Department of Labor, has been advised that about 5,000 men will be needed this season for the grain harvest in Oklahoma; wages will not be less than \$2 per day and up, with board and lodging. Before proceeding to the harvest fields of Oklahoma all persons should first communicate with Mr. W. G. Ashton, commissioner of labor, Oklahoma City, Okla., to find out whether or not employment will be available for them upon arrival. Harvest will begin in the north central part of Oklahoma about June 8 to 10.

KANSAS.

It is estimated that Kansas will need about 15,000 men from without the State for the wheat harvest this season; wages will probably range from \$2 to \$6 per day, with board and lodging, according to experience and class of work at which engaged. Harvest will begin in Kansas about June 15 to 20. Persons who desire more definite information as to employment in the harvest fields of Kansas should communicate with State commissioner of labor, Topeka, Kans.

GENERAL INSTRUCTIONS.

The department is informed that the vast majority of farmers who want harvest hands prefer able-bodied English-speaking white men. Applicants should have sufficient funds for subsistence in the event of unavoidable delays in commencing the harvest.

It will be necessary for all persons desiring harvest work to defray their own expenses to and from the place of employment.

Mr. A. L. Barkman, director of employment, representing the United States Department of Labor, has an office at 804 Grand Avenue (opposite post office), Kansas City, Mo. That office will be the main distributing point for harvest hands, and he will be in daily touch with all portions of the wheat belt. It is suggested that all harvest hands who can do so without extra expense purchase tickets to destination via Kansas City, Mo., with stop-over privilege, for the purpose of calling upon Mr. Barkman for definite information. The services of Mr. Barkman and those in charge of the State offices above referred to are free.

This bulletin was posted in post offices and the widest circulation given to it through the press. Other bulletins were issued, but it is unnecessary to quote them, inasmuch as they report but little variation in the situation and number of men required. It is sufficient to say that through the efforts of the U. S. Employment Service, acting in cooperation with the various State officials, a sufficient number of men were directed to the wheat-growing States to gather the harvest of 1917.¹

¹ On August 11 the Commissioner General, on telegraphic reports from the various States, issued the following memorandum, showing conditions in the grain-growing States:

From W. G. Ashton, State commissioner of labor, Oklahoma City, Okla.: Harvest over. Farm labor conditions satisfactory; will advise if help is needed.

From W. H. Lewis, State commissioner of labor, Jefferson City, Mo.: Harvest about over; no calls coming in for help. State has all the help it needs.

From P. J. McBride, State commissioner of labor, Topeka, Kans.: Harvest over; no shortage; farm labor condition in good shape.

From George E. Norman, deputy commissioner of labor, Lincoln, Nebr.: Received from 1,000 to 1,500 applications for help; no particular shortage until corn picking. More hands needed in hay country. Think State can handle it.

From A. L. Urick, State commissioner of labor, Des Moines, Iowa: Situation pretty well in hand; no help needed at this time.

From Charles McCaffree, State commissioner of immigration, Pierre, S. Dak.: Reports show plenty of help now in all sections and good character of men; larger demand next week in northeastern section State. Best plan to continue present system and offices. From 5,000 to 7,000 workers going north.

From I. N. Hagan, State commissioner of labor, Bismarck, N. Dak.: Harvest beginning; need 1,500 men; men coming slow. Crops poor in western and central part of State. Handling situation well.

As South Dakota reports workers going north, the needs of North Dakota will thus be met.

WAR EMERGENCY WORK.

On April 14, 1917, shortly after the declaration that a state of war existed between the United States and Germany, a call came from the United States Shipping Board to the Department of Labor to locate and report on the number of ship carpenters in the United States available for immediate duty. On the same date the Commissioner General sent the following telegraphic instructions to the officers of the Immigration Service and the U. S. Employment Service.

Get list all experienced ship carpenters in your zone. Wire your suboffices. Ask cooperation all newspapers your zone; publish immediate request such men file their addresses with your office; may be wanted assist organize and train workers for Shipping Board. Make preliminary report number only of names received by wire to this office in four days. Consult labor unions at once.

The places and offices to which that telegram went are given as follows:

Boston, Mass.	Jacksonville, Fla.	Chicago, Ill.
Norfolk, Va.	Cleveland, Ohio.	Denver, Colo.
Galveston, Tex.	St. Louis, Mo.	Portland, Oreg.
Minneapolis, Minn.	Seattle, Wash.	Ellis Island, New York
Helena, Mont.	Los Angeles, Cal.	Harbor, N. Y.
San Francisco, Cal.	207 Market Street, Newark,	804 Grand Avenue, Kansas
Barge Office, New York,	N. J.	City, Mo.
N. Y.	Baltimore, Md.	
Philadelphia, Pa.	New Orleans, La.	

Within 10 days there was filed in the Division of Information a list of approximately 19,000 mechanics ready to respond to the call of the Government or of firms engaged in shipbuilding under contract with the Government.

The trades-unions in which shipbuilding mechanics held membership at once prepared registers of available workman and have continued to keep such registers alive, notwithstanding the fact that for several months no workmen were called for.

Since then the division corresponded with every national and international trades-union, requesting that they establish a register of members whose services could be depended on for war emergency work at any time in the future. The response to that call was prompt, patriotic in tenor, and in every way cordial and satisfactory.

CANTONMENTS.

But a short time before the close of the year instructions were issued by the War Department to contractors at Army cantonments and training camps to make known their labor needs to the U. S. Employment Service of the Department of Labor.

Thousands of carpenters and other skilled mechanics have been directed to work of that character. The exact figures are not available, owing to the short time the movement has been in progress and the lack of clerical help in the division to keep an up-to-date record of placements.

Sufficient has been done to warrant the prediction that a full supply of competent workers will be found to complete these undertakings on time. When this has been done such workmen as may be laid off will be registered by name, address, and occupation for employment elsewhere.

COOPERATION WITH THE UNITED STATES CIVIL SERVICE COMMISSION.

On February 19, 1917, the Civil Service Commission addressed a communication to the Department of Labor suggesting a method of cooperation between that commission and the department through their respective field officers, the officers of the Employment Service to furnish the district civil-service secretaries in their employment zones with information concerning persons seeking employment and the said secretaries in turn to supply information relative to opportunities for employment in the service of the Government. On February 28 the department accepted the proposal of the Civil Service Commission and designated the Division of Information as the proper office to assist in working out a suitable method of cooperation. Subsequently, at a meeting of the committee on employment of the department, the Assistant Chief of the Division of Information was selected to confer with the representatives of the Civil Service Commission and requested to submit a written report of exactly what the commission wished to accomplish by cooperating with the department.

On April 3, 1917, the Commissioner-General of Immigration submitted a memorandum to the Secretary of Labor based on the report of the Assistant Chief of the Division of Information setting forth in detail the method by which cooperation could be effected. It provided for the furnishing to the Department of Labor by the Civil Service Commission of information regarding the employment, the last place employed, and the salary received of a person leaving a private establishment to accept work with the Government. The memorandum further provided for the furnishing to the U. S. Employment Service of copies of all pertinent circulars and instructions issued; the use of officers of the Employment Service to carry out the work of the commission in places where no representative thereof is located; and also the designation of employment officers to sit with the commission's examining boards in the various localities. This memorandum was approved by both the department and the commission and copies thereof were mailed to all employment officers with instructions to cooperate with the representatives of the Civil Service Commission in carrying out the provisions of the plan as set forth therein.

The following is a copy of the letter of instructions sent out by the Commissioner General. Up to the close of the year the plan outlined above has worked satisfactorily.

To commissioners of immigration, inspectors in charge, directors of employment, and superintendents of Women and Girls' Divisions:

The Department of Labor and the United States Civil Service Commission have approved a plan of cooperation in the effort to secure workers for Government and other emergency work required to meet preparations for war. A copy of the memorandum setting forth said plan is mailed herewith.

You are instructed to join the representatives of the Civil Service Commission in carrying out the provisions of said plan. Where the U. S. Employment Service is established, such work should be under its auspices and at its office; otherwise at the office of the Immigration Service.

A member of the force in each office where such cooperative work is undertaken should be selected at once for the purpose provided in said plan. It is important to keep for the records of your office a memorandum showing present employment, place where employed, salary, and class of work of any persons the Government may engage, so that the Employment Service may secure substitutes for vacancies

thus created. You will also join in giving publicity to all pertinent circulars and instructions which may be supplied to you by the department or said commission.

Further instructions will be sent you from time to time as may be required or as new developments arise.

On the date of the preparation of this report the organization of the U. S. Employment Service was as follows:

U. S. Employment Service.—William B. Wilson, Secretary of Labor; Louis F. Post, Assistant Secretary of Labor; A. Caminetti, Commissioner General; T. V. Powderly, Chief, Division of Information. Washington.

Zone	Headquarters.	Name and title of officer in charge.	Subbranches.
Maine.....	Portland, customhouse....	Timothy Elliott, inspector in charge of employment.	New Bedford.
Massachusetts.....	Boston, 1151 Washington Street.	William J. Burke, acting director of employment.	
Rhode Island.....	Providence, 222 Federal building	James A. Sullivan, inspector in charge of employment.	New Haven, Bridgeport.
Connecticut ¹	Hartford.....		
New York.....	New York, Room 8, U. S. Barge Office.	P. A. Donahue, director of employment.	Buffalo (Room 8, Federal Building.)
New Jersey.....	Newark, 9 Franklin Street.	Thomas J. Burns, director of employment.	Jersey City, Orange.
Pennsylvania.....	Women and Girls' Division. Philadelphia, 132 South Third Street.	Margaretta Neale, acting superintendent.	Pittsburgh (Berger Building).
Delaware.....	Wilmington, old Federal Building.	J. L. Hughes, acting director of employment.	
Maryland.....	Baltimore, Stewart Building.	A. G. Benkhart, acting director of employment.	Key West, Miami, Pensacola, Tampa.
District of Columbia	Women and Girls' Division. Washington, Department of Labor Building.	Thomas M. Barr, acting director of employment.	
Virginia.....	Norfolk, 119 West Main Street.	Nannie Irvine, in charge.....	Sault Ste. Marie.
South Carolina.....	Charleston, customhouse..	E. M. Kline, acting director of employment.	
Georgia.....	Savannah, customhouse...	Grace Porter Hopkins, acting superintendent.	Sault Ste. Marie.
Florida.....	Jacksonville, Federal Building.	W. R. Morton, inspector in charge.	
Alabama.....	Mobile, Federal building..	W. V. Howard, acting director of employment.	Sault Ste. Marie.
Mississippi.....	Gulfport, post-office building.	Edgar T. Whately, inspector in charge of employment.	
Louisiana.....	New Orleans, city hall.....	Gideon B. Travis, inspector in charge of employment.	Sault Ste. Marie.
Tennessee.....	Memphis, post-office building.	Henry C. Brownlow, inspector in charge of employment.	
Arkansas.....	Little Rock, 27 post-office building.	Hunter M. Course, inspector in charge.	Sault Ste. Marie.
Ohio.....	Cleveland, post-office building.	H. A. M. Jacobsen, inspector in charge.	
Indiana.....	Indianapolis, 319 Federal Building.	J. H. Ware, inspector in charge.	Sault Ste. Marie.
Illinois.....	Women and Girls' Division. Chicago, 845 South Wabash Avenue.	Robert B. Keating, inspector in charge of employment.	
Michigan.....	Women and Girls' Division. Detroit, old post-office building.	J. A. Fluckey, acting director of employment.	Sault Ste. Marie.
Wisconsin.....	Madison, Capitol Building..	John S. Sherman, director of employment.	
Minnesota.....	Minneapolis, Federal Building.	Morna Hickman, in charge.	Sault Ste. Marie.
North Dakota ¹	Bismarck.....	P. L. Prentis, acting director of employment.	
South Dakota ¹	Pierre.....	Estelle Barfield, superintendent.	Sault Ste. Marie.
Iowa ¹	Des Moines.....	Benjamin J. Sand, acting director of employment.	
Missouri, eastern district.	St. Louis, 19 North Eighth Street.	J. C. Hise, inspector in charge of employment.	Sault Ste. Marie.
		Charles W. Seaman, acting director of employment.	
		W. R. King, acting director of employment.	

¹ Cooperative system initiated and officers assigned thereto, provisionally, under supervision of bureau and State commissioner of labor.

Zone.	Headquarters.	Name and title of officer in charge.	Subbranches.
Missouri, western district.	Kansas City, 804 Grand Avenue.	A. L. Barkman, director of employment.	
Nebraska.....	Omaha, county courthouse.	M. A. Coykendall, inspector in charge of employment.	Lincoln.
Texas, southern district.	Galveston, American National Insurance Co. Building.	James B. Bryan, acting director of employment.	Brownsville, Eagle Pass, Houston, Laredo, San Angelo, San Antonio.
Western district..	El Paso.....	Perry P. Young, inspector in charge of employment.	Del Rio.
Northern district.	Fort Worth.....	William H. Robb, inspector in charge of employment.	Amarillo, Big Spring.
New Mexico.....	Santa Fe, 261 San Francisco Street.	Karl W. Greene, acting director of employment.	Albuquerque, Tucumcari, Deming.
Colorado.....	Denver, 355 Federal Building.	H. H. Moler, inspector in charge.	
Utah.....	Salt Lake City, Federal Building.	D. Arthur Plumly, acting director of employment.	
Wyoming.....	Cheyenne.....		
Montana.....	Helena, Power Building..	Charles K. Andrews, acting director of employment.	
Idaho.....	Moscow.....	William J. McConnell, inspector in charge of employment.	
Washington.....	Seattle, First Avenue and Union Street.	Lawrence Wood, acting director of employment.	Spokane, Walla Walla, Tacoma, Aberdeen, Everett, Bellingham, North Yakima, Friday Harbor, Nooksack, Lynden, Custer, Port Townsend, Port Angeles.
Oregon.....	Portland, 249 Ankeny Street.	R. P. Bonham, director of employment.	Astoria.
California, northern district.	San Francisco, 2 Appraisers Building.	William Greenblatt, acting director of employment.	Sacramento, Fresno, Eureka, Monterey.
Southern district..	Women and Girls' Division, Chronicle Building.	Virginia M. Spinks, acting superintendent.	
	Los Angeles, post-office building.	Charles T. Connell, inspector in charge.	San Diego, Santa Ana, Santa Barbara, San Luis Obispo, Bakersfield, San Bernardino, Calexico, Indio.
	Women and Girls Division, post-office building.	Elizabeth Blackiston, temporarily in charge.	
Nevada.....	Reno.....	Neil McGee, inspector in charge of employment.	
Arizona.....	Phoenix, 14 Wall Street...	Frank Brown, acting director of employment.	Tucson, Douglas, Naco, Nogales, Phoenix, Yuma.

¹ Cooperative system initiated and officers assigned thereto, provisionally, under supervision of bureau and State commissioner of labor.

CONCLUSION.

A survey of the industrial field will disclose the fact that where active placement work has been done by officials of the U. S. Employment Service labor troubles have not been frequent or acute.

The officers have as a rule kept in touch with the trend of events in the labor world, consulting the recognized agents of trades-unions on the one hand and representatives of employers on the other. This has been done with a view to obtaining up-to-date, accurate information concerning the termination of contracts, the completion of work on buildings, railroads, sewers, and such undertakings as are directly or remotely connected with Government work. The purpose in view is to ascertain, in advance if possible, just when and where workers are to be laid off and where and when new construction is to commence, to the end that no time may be lost by workmen or employers. It is just as essential now that every man be kept actively employed in useful production as it is that well-trained men stand behind the guns in the trenches of Europe. The success of the latter depends on steady employment of the former.

Seeking avenues of employment, directing men to employment, and keeping them steadily and profitably employed is as surely war emergency work, and as vital to the future of our country as is the work being done and to be done by the devoted men who on the fields of Europe stand against the invasion of the United States and the overthrow of its democratic institutions.

There exists no valid reason why one willing worker need remain idle one hour now, and no one need remain idle if Congress will but appropriate sufficient funds to carry on the Employment Service in an efficient manner throughout the entire country.

Table No. 1, showing by zones the activities of the U. S. Employment Service for the fiscal year ended June 30, 1917.

Zone.	Headquarters.	Applica- tions for help.	Persons applied for.	Applica- tions for em- ploy- ment, in- cluding co- oper- ative figures.	Persons referred to em- ploy- ment.	Persons actually placed.
1. Maine, Massachusetts, and Rhode Island.	Boston, Mass.	100	3,482	2,584	815	483
2. New York, Vermont, New Hampshire, and Connecticut.	New York, N. Y.	87,797	127,337	122,577	135,394	85,340
3. Pennsylvania, Delaware, and West Virginia.	Philadelphia, Pa.	2,748	20,403	17,849	12,196	10,387
4. New Jersey.....	Newark, N. J.	22,101	45,627	37,830	37,146	30,420
5. Maryland.....	Baltimore, Md.	1,051	2,763	3,007	2,084	2,008
6. District of Columbia.....	Washington, D. C. (4 months only).	346	1,252	1,762	1,083	1,009
7. Virginia and North Caro- lina.	Norfolk, Va.	176	2,351	1,484	815	367
8. South Carolina, Georgia, Florida, and Alabama.	Jacksonville, Fla.	138	4,836	4,604	2,476	2,397
9. Mississippi, Louisiana, Arkansas, and Ten- nessee.	New Orleans, La.	727	4,708	5,624	3,355	1,023
10. Texas and New Mexico...	Galveston, Tex.	93	349	799	235	163
11. Ohio and Kentucky.....	Cleveland, Ohio.....	256	1,201	1,321	1,003	269
12. Illinois, Indiana, Michi- gan, and Wisconsin.	Chicago, Ill.	9,750	51,030	46,028	40,829	38,448
13. Minnesota, North Da- kota, and South Da- kota.	Minneapolis, Minn....	506	4,212	2,962	2,123	2,119
14. Iowa, Kansas, Okla- homa, and Nebraska.	St. Louis, Mo.	7,677	17,541	13,233	11,920	10,738
15. Missouri.....	Kansas City, Mo.	8,886	20,994	15,816	18,711	16,282
16. Colorado, Wyoming, and Utah.	Denver, Col.	124	682	708	323	188
17. Montana and Idaho.....	Helena, Mont.	77	89	182	88	67
18. Washington.....	Seattle, Wash.	20,888	51,817	70,053	39,396	36,949
19. Oregon.....	Portland, Oreg.	14,495	34,169	33,941	28,957	27,559
20. Northern California and Nevada.	San Francisco, Cal.	5,876	11,689	17,187	11,029	7,254
21. Southern California and Arizona.	Los Angeles, Cal.	5,673	12,278	14,098	13,211	10,299
Total.....		189,491	418,810	413,649	363,189	283,799

Table No. 2, showing by months the number of opportunities, registrations, and placements of the U. S. Employment Service for the fiscal year ended June 30, 1917.

Month.	Applica- tions for help.	Persons applied for.	Applica- tions for employ- ment, ex- clusive of cooperative figures.	Persons referred to employ- ment.	Persons actually employed.
July, 1916.....	10,929	31,456	31,934	25,719	20,990
August, 1916.....	12,488	35,472	31,615	27,291	21,486
September, 1916.....	12,796	32,376	30,781	26,985	20,969
October, 1916.....	16,191	34,799	33,465	29,879	23,377
November, 1916.....	12,688	26,317	27,483	24,703	18,897
December, 1916.....	11,855	25,575	31,295	24,411	19,373
January, 1917.....	13,687	27,466	32,951	26,382	19,733
February, 1917.....	12,473	28,482	29,701	23,537	18,367
March, 1917.....	21,367	36,950	33,933	35,452	27,271
April, 1917.....	22,664	42,074	39,247	37,451	28,745
May, 1917.....	22,004	46,125	48,099	41,301	32,061
June, 1917.....	20,449	51,718	43,145	40,078	32,530
Total.....	189,491	418,810	413,649	363,189	283,799

Table No. 3, showing the number of persons applying for employment during the fiscal year

Race or people.	Bakers.	Barbers.	Blacksmiths.	Bookbinders.	Boys (over 16).	Brewers.	Butchers.	Carpenters and cabinet-makers.	Chauffeurs.	Clerks and accountants.	Clerks (stenographers and typewriters).	Domestics and cooks.	Draftsmen.	Drivers.	Dyers and cleaners.	Electricians.	Elevator operators.
Armenian.....					1							1		1			
Australian.....	1		1				2			4		20	1				
Bohemian.....			7				2	22	1	10	4	47	1	5		3	1
Bosnian.....																	
British Colonies.....	1						1	5	1	8	2	23				1	
Bulgarian.....										1							
Canadian.....	2		19				2	108	42	96	39	196	2	70		26	
Croatian.....	2		1					6	1	2		22		2			
Cuban.....												1	1			1	
Dalmatian.....												1		1			
Danish.....	2		11					33	4	13	4	90		6		3	
Dutch.....			3				1	9	1	6	2	28		1			
English.....	6	1	17					93	20	125	100	338	4	34		23	
Estonian.....																	
Finnish.....			3					448	2	4	2	66		3		3	
Flemish.....						1	1	1		2		8		2			
French.....	1	2	1					5	7	17	5	113		5		2	1
German.....	28	1	38	1	7	2	25	116	24	126	34	616	4	80	1	26	
Greek.....			5					12	1	17		61		1			
Hebrew.....	3	1	4					261	12	200	56	14	1	23	1	7	
Herzegovinian.....																	
Irish.....	2		7				2	19	1	52	21	603	4	95		5	
Italian.....	10	3	14	1		1	8	344	3	21	7	92	1	20		2	
Lettish.....					3							10	1	2			
Lithuanian.....						2		16	1	4		3		2			2
Magyar.....			1			1	1	9		3		25		2		2	
Mexican.....	2				22				3	13	4	36	1	12			
Montenegrin.....												2					
Norwegian.....	1		10			1	3	83	11	16	4	125		32		2	
Polish.....	4		19			1	2	92	5	13	9	117	2	18		5	3
Porto Rican.....									2	3		3		2			
Portuguese.....								1									
Romanian.....			3					4	1	15	4	10		4			
Russian.....	2		15	2		1	5	187	9	78	26	84	5	22		5	6
Ruthenian.....	1		2									3					
Scotch.....	1		12				1	42	2	14	6	77		5		1	
Servian.....			1				1	2				5		1			
Slovak.....	1		1			1		14		1		4		1		1	
Slovenian.....						2		3	1		1	2		2		1	
South American.....		1				1		1		3		4					
Spanish.....				1				122	5	16	1	185		4		7	
Swedish.....	1		20				41	180	13	24	22	301		61		7	
Swiss.....	1							6	1	12	2	68	2	1			
Syrian.....								1		3		6					
Turkish.....									1		1					1	
United States born.....	231	60	669	32	587	55	236	6,194	1,406	9,119	4,526	13,395	200	3,085	29	1,123	64
United States born (Negroes).....	6	12	16	1	3	4	9	175	101	46	16	1,869	4	81	3	2	2
United States citizens (naturalized).....	35	3	101	2	27	5	11	681	99	264	76	645	15	238	1	64	2
Welsh.....								3		3		7					
Other races or peoples.....	3		1		1			9		5	1	84	1			2	
Total.....	347	84	1,002	40	651	78	356	9,307	1,781	10,360	4,978	19,402	251	3,922	35	1,326	81

ended June 30, 1917, exclusive of figures from cooperative State and municipal offices.

Engineers (civil).	Engineers (mechanical).	Engravers.	Factory hands.	Farmers.	Farm laborers.	Firemen.	Fruit packers, pickers, etc.	Furriers.	Gardeners.	Hotel porters.	House day workers.	Housekeepers.	Iron and steel workers.	Janitors.	Jewelers and watch-makers.	Laborers.	Laundry workers.	Locksmiths.	Machinists.	
23	1	2	23	1	4	2	4	1	2	2	4	15	1	1	58	4			4	
36	2	4	36	2	62	5	5	2	49	1	1	1	1	1	75	15			15	
2	37	4	49	5	224	39	126	3	87	3	3	9	1	1	288	61			61	
1	1	12	20	1	20	1	6	1	16	2	5	5	1	1	1	89	1		1	
42	1	1	1	1	13	4	4	1	10	1	10	1	1	1	43	4			4	
2	3	25	8	211	7	2	1	14	38	3	3	3	1	1	89	1			1	
2	2	12	5	107	7	1	1	8	14	1	1	6	1	1	43	1			1	
1	25	73	7	183	23	14	1	27	155	5	1	12	2	1	684	1	1		41	
1	1	1	1	1	2	3	1	1	1	1	1	2	1	1	104	6			6	
1	19	29	3	76	26	2	1	1	7	13	6	6	1	1	94	2			2	
1	6	13	1	9	2	3	1	1	4	1	1	1	1	1	14	1			1	
4	39	103	31	50	3	9	1	1	42	28	1	4	1	1	471	1			38	
1	1	97	1	704	98	73	5	55	299	71	6	64	6	1	193	7			7	
1	1	171	3	34	22	2	4	4	44	6	6	9	1	1	853	1			51	
1	12	2	1	4	1	1	1	1	2	2	19	4	2	1	5	3			3	
1	2	59	1	273	36	8	10	139	5	2	10	1	3	1	1,000	1			17	
1	1	286	10	262	15	43	1	65	1	1	10	1	3	1	52	3			3	
1	1	4	1	1	1	3	3	17	1	1	5	3	1	1	1	299	2		12	
1	1	15	41	3	1	4	1	32	1	1	14	1	1	1	2,938	7			333	
1	1	51	6	4	1	7	1	17	1	1	1	1	2	1	547	1			116	
2	18	38	4	261	23	19	1	4	55	11	1	9	2	1	603	1			640	
1	1	317	3	321	17	9	1	12	223	2	59	4	1	1	38	2			60	
1	1	15	2	2	1	1	1	1	4	1	3	1	1	1	1,002	2			189	
1	1	12	7	2	1	1	1	1	29	1	1	1	1	1	16	1			3	
1	1	20	17	2	1	1	1	1	5	2	3	1	1	1	179	1			28	
1	10	285	3	375	31	39	3	158	2	42	5	4	1	1	237	55			55	
1	6	21	48	6	6	7	1	2	35	8	3	6	1	1	476	5			1	
1	1	11	2	66	1	1	1	1	2	2	5	1	1	1	33	1			1	
1	1	28	3	63	1	1	1	5	4	1	1	1	1	1	1,103	44			44	
1	1	44	1	8	1	1	1	1	12	1	1	1	1	1	1,947	228			228	
3	5	368	2	57	12	2	7	30	1	1	1	1	1	1	123	7			7	
4	40	87	3	534	33	24	4	94	63	1	17	2	1	1	160	1			1	
1	1	16	6	146	8	11	8	28	1	2	2	1	1	1	160	10			10	
1	1	12	2	2	1	1	1	1	5	1	1	1	1	1	2,255	5			257	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	69	1			1	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	391	22			22	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	87	3			3	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	204	4			4	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	96	1			1	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1,165	151			151	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2,156	157			157	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	323	4			4	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	132	1			1	
234	1,098	30	4	481	1,134	17,620	1,411	10,967	31	535	6,145	1,135	216	2,501	116	30	82,372	165	26	6,690
2	15	115	34	200	85	13	1	5	717	53	2	103	16	7	7,495	16	25		74	
15	169	3	303	39	952	155	262	6	104	458	1	170	19	1	6,773	4	342		2	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	31	1			1	
1	1	5	52	6	19	2	2	35	1	3	3	3	3	3	606	8			8	
275	2,110	38	7,942	1,322	23,320	2,100	11,677	56	840	9,194	1,407	233	3,120	190	56	120,443	188	81	9,098	

Table No. 3, showing the number of persons applying for employment during the fiscal year

Race or people.	Machinists' helpers.	Mariners.	Masons and brick-layers.	Merchants.	Metal workers (other than iron and steel).	Millers.	Miners.	Motion-picture actors.	Musicians.	Nurses.	Painters and glaziers.	Pattern makers.	Photographers.	Plasterers.	Plumbers and steam-fitters.	Printers.	Saddlers and harness makers.
Armenian																	
Australian		4					5		1	2	3					1	
Bohemian		1	1		10		7			3	2					7	
Bosnian										1							
British Colonies		4			1	1				4						1	
Bulgarian							1			1							
Canadian		14	2				8			29	12	2		2	7		
Croatian					1		10			1					1		
Cuban																	
Dalmatian							1										
Danish		129	8		1		2			6	15		1				
Dutch		7	1		1		3			4					2	1	
English		20	10		11		12		1	45	32	1	1	2	9	3	1
Estonian		2															
Finnish		20			1		36			1	3				1		
Flemish		1			1						1					1	
French		3			1		2			16	2		1				
German		89	7	3	23		33		2	28	31			1	15	9	
Greek		8	1		3		31			5							
Hebrew		4		1	45		3		1	3	98		5	2	31	6	4
Herzegovinian							1										
Irish		10	13		2		9		1	24	15				9	4	1
Italian		9	10	1	18		36				20				5		2
Lettish		1									1						
Lithuanian					10		14									1	
Magyar					6		21			1	5					1	
Mexican		1					8	173	1	2	2				1		
Montenegrin																	
Norwegian		189	6		1		1			3	8					4	
Polish		1	4		21	5	70		1	1	4		1		3	3	
Porto Rican		2	1				2				1						
Portuguese											3						
Romanian		1			1						1				1		
Russian		24	3	1	16		25			3	24			1	5	6	2
Ruthenian							3										
Scotch		3	5		1		7			17	2			1	9	1	
Servian					1		2				1						
Slovak					1		19				1						
Slovenian		2					1										
South American		5			1												
Spanish		16	1		1		31		3	1	1						
Swedish		112	3		6		28		4	13	18		1		4	1	
Swiss		5	1		1		2			8	5						
Syrian		3		1		1	2			1							
Turkish											3						
United States born	57	594	291	89	472	46	802	616	76	1,179	1,529	58	33	91	1,116	325	69
United States born (Negroes)		6	6	10	4	2	22		2	24	37	1		4	6	2	1
United States citizens (naturalized)		92	28	9	22	1	93		4	53	116	3		9	61	12	5
Welsh							11			1					1		
Other races or peoples		19	2				1			4	1						
Total	57	1,401	404	115	683	57	1,365	789	97	1,476	2,007	74	37	113	1,298	384	85

ended June 30, 1917, exclusive of figures from cooperative State and municipal offices—Con.

Salesmen and solicitors.	Seamstresses.	Settlers.	Ship carpenters.	Shipwrights and joiners.	Shoemakers.	Stonecutters and drillers.	Tailors.	Tanners and curriers.	Telephone and telegraph operators.	Teachers and governesses.	Tinners.	Tobacco workers.	Upholsterers.	Waiters and waitresses.	Watchmen and messengers.	Weavers, spinners, carders, etc.	Wheelwrights.	Woodworkers.	Woodsmen.	Miscellaneous.	Total.	
				5	2		1				2		1		2	2		2			3	99
																					151	
																					687	
																					6	
																					185	
																					3	
																					58	
19	2	2		40	1	3		2	1					5	29	1		4	45	42	2,182	
				2											1			1		6	233	
																					149	
																					27	
1		2		12		2															1,189	
1					1																459	
22	1			25		10	1	5	3				2	3	23			3	3	11	2,501	
				4																	18	
				17																	1,966	
				1		2		5	1												97	
1	1			2																	701	
12	3	1		3		4	10		1						9			17	21	115	6,538	
				3	2				2						1					5	1,024	
8		1		3	3	1	37								1			1		38	3,026	
1				3																	58	
14		4		12	1	6		3							35	1	1		7	37	3,120	
2		2		87	7	5	7	1	1				1	1	20			13		40	3,570	
					1																32	
																					364	
2																					595	
2						1															840	
																					37	
5				29																	2,312	
			1	8	2	1	9											6	121	44	3,674	
																					186	
																					236	
1				2																	277	
10		3		73		1	7	3	1	1	11	1	2		16	1		9	3	50	4,227	
				1																	156	
1				36		3															839	
				3																	121	
1					2																411	
																					73	
																					196	
6				2																	2,246	
9				39	2		3														4,485	
1	1		29	4		1															700	
1		2		1			1														188	
																					88	
1,887	71	127	621	79	82	82	315	62	400	731	121	6	45	335	1,475	16	15	300	1,460	5,362	200,478	
3	7	7	2	9	4	2	18			2	2			6	53		2	17	12	216	11,827	
84		80		3	8	10	36	3	1	1	13	1	3	25	213	4	12	32	241	212	13,884	
1																					112	
3							2														911	
2,105	86	262	623	1,80	118	111	479	70	418	757	180	17	63	403	1,974	37	34	451	2,282	6,531	277,539	

Respectfully,

T. V. POWDERLY,
Chief, Division of Information.Hon. A. CAMINETTI,
Commissioner General of Immigration.

ADDENDUM.

RÉSUMÉ OF ANNUAL REPORTS OF CERTAIN FIELD OFFICERS.

NEW YORK, N. Y. (BARGE OFFICE).

The summary of activities submitted includes the work of the State and municipal bureaus at New York and Buffalo, showing that 85,310 persons were placed in this manner.

Attention is called to the fact that the State of New Jersey, formerly a part of this zone, was formed into a separate zone district, thus reducing the area of territory controlled by the New York branch.

The supply of labor has been very much restricted during the year on account of lack of immigration, the great expansion of industries in general taking up the normal surplus. There has been a steady demand for common or unskilled labor at wages ranging from 25 to 33 cents per hour.

This office has cooperated with the food supply committees on the national defense program of New York City, New York State, Connecticut, and New Hampshire with satisfactory results. Farm hands have been difficult to obtain under \$35 per month, but it has been found that where wages are fixed to meet the demand the help can be secured.

The policy has been to accord concerns engaged in war-order industry every facility of the office. While publicity has been given in some instances through the news columns, as in the case of ship-construction work, yet it is submitted this more frequently the want page catches the eye of the average workman, and better results are secured through its use.

During the year the plan of distributing seasonal workers was given a practical trial. The New York State road builders, at the end of their season, had approximately 150 Spanish laborers who were referred to a railroad company in New York. Of this number 130 men were given employment by the railroad company. This is but a small beginning, but it is illustrative of what might be accomplished by extending the work in other directions. This also demonstrated the desirability of the Federal Government assuming control of interstate movements of labor, requiring an enlargement of the employment service scope and close cooperation of the leading industries.

Section 23 of the new immigration act provides for the protection of aliens from fraud and loss. During the past year there have been received at the New York office several complaints from men, principally among farm hands who have been directed, that they were refused their wages or that lodgings and food furnished were intolerable, forcing them to leave the work with the consequent reprisal on the part of the employer of withholding their wages. It has been the policy of the office to investigate all such complaints in order to see that justice is done to the man and the employer. It is hoped that this branch of the work rendered by the Employment Service will be established on an authoritative plane, so that the results which have been accomplished to protect from fraud and loss may be permanent. It is recommended that the bureau issue general instructions, giving a regular course of procedure in such cases.

Under the caption of "Cooperation (interzone)," attention is called to the possibilities in this direction. A closer relationship is suggested for one branch offices by the issuance of a monthly bulletin treating of labor conditions in all States as a résumé of detailed reports to be rendered monthly or oftener by the zone offices. These might be gotten up in such shape as to permit of their being posted in offices, as weather maps are posted.

Considerable space is devoted to a discussion of the "clearing-house" plan under which the Federal offices would give up the "placement" end of the work and perform the functions of a clearing house only, letting noncommercial agencies direct the applicants to employment. The director in charge at New York emphasizes the necessity for the Federal service to continue in the field of placement work.

Cooperation has continued with the State officers in Brooklyn, Albany, Syracuse, Rochester, and Buffalo and with the New York City bureau. The main feature in this cooperation is the detailing of Federal employees to the respective State and city offices to do placement work.

The New York branch has established, subject to call, a register of about 2,000 men available for shipbuilding and work in connection therewith.

The Buffalo subbranch has continued its good work, particularly with respect to placements. The office is being patronized by the largest concerns in its vicinity, and by farmers in that section, with satisfactory results.

BOSTON MASS

The employment office in Boston, prior to May 14 last, was situated at Long Wharf, which was not centrally located and was poorly adapted for employment work. On the above date the office was moved into an old school building near the center of the city, for which arrangements had been made through the commissioner of immigration and the mayor of Boston. For the nominal sum of \$1 the service receives the use of the entire first floor of this building, including free light, heat, and janitor service. Because of the transfer of the office headquarters and the fact that the entire time of several persons can be devoted to the employment work, exceptional progress has been made, as more people were directed to employment in 1 month (June) than during the whole preceding 11 months. Attention is called also to the ready cooperation on the part of the large concerns in Boston which have paid for advertisements in the daily and Sunday papers directing the persons responding to such notices to the United States employment office. The office has been of material assistance in directing applicants to the navy yard, arsenal, and other places in the civil service.

NEWARK, N. J.

In this zone a formal cooperative plan was effected between the State department of labor and the United States Department of Labor, the plan being subsequently agreed to by the municipal employment bureau of Newark, resulting in opening a cooperative office in the city hall annex at Newark and one in the post-office building in Jersey City. After explaining the plan to the commissioners of Jersey City the same was heartily agreed to and an appropriation of \$5,000 made for the work. The advantages of this system of cooperation between the Federal, State, and municipal authorities have been fully demonstrated in this zone. The increase in the number of placements has been gradual, as well as the number of persons applying for employment. Many complimentary letters have been received from employers, showing their appreciation of the service rendered.

The work of the Women and Girl's Division has grown gradually and has even proven more popular than the Men's Division. The placements in July, 1916, were 900, and gradually increased until in June, 1917, the number was 1,600.

PHILADELPHIA, PA.

The report is made up largely in stating the number of applicants for work as well as applicants for help, also the number placed by the Philadelphia office and its sub-branches at Pittsburgh and Wilmington. A cooperative arrangement for the systematic enrollment and placing of farm workers through a subbranch installed at the Philadelphia Bourse, which is in charge of volunteer workers, has been effected. This was started on May 3. During May and June 387 persons were referred to employment, of which number 227 were employed. Since November, 1916, a Women and Girls' Division has been in operation. One thousand nine hundred and fifty-nine persons were registered by this division, of which number 1,881 were referred to employment and 1,702 placed. The demand for female help has been very much in excess of the supply. Many applicants were directed to the Schuylkill and Frankford Arsenals, where they were given employment.

BALTIMORE, MD.

The report submitted is a very interesting one, fully covering the work of that zone. A separate report is submitted covering the work of the Women and Girls' Division.

Attention is called to the fact, which is true with respect to practically every zone, that the number of applicants for employment is considerably larger than the number directed to employment on account of unfitness by training for the kind of employment offered, under age or too old, or because of physical disqualifications.

The Maryland State Bureau of Statistics and Information has authority to undertake employment work, but is without the necessary funds. Consequently practically all the employment work done in the State of Maryland was handled by the Baltimore office.

The recommendation regarding advertising in the newspapers, made in a previous annual report, is renewed. It is thought that paid advertising is the best means of securing publicity of the work which the Government has undertaken. It is felt that the lack of funds to pay for advertising of this kind is a great handicap to the work, notwithstanding the fact that some of the papers rendered valuable assistance in furnishing free publicity in the news columns. As a concrete example of what might be accomplished through paid advertisements, reference is made to the general scarcity of farm laborers during the past season. Every effort was made by the Baltimore office to secure men for this work, but very few responded; whereas one of the county agricultural agents, who inserted paid advertisements in the Baltimore papers, within two months attracted to his county and placed on farms approximately 140 farm hands, many of them married and most of them with some farm experience.

Attention is called, also, to the industrial situation in Baltimore City due to the shipbuilding industry, the erection of a cantonment at Admiral, and the growing activity of all machine and munition plants. Some employers who never before visited the United States employment office called and offered to provide automobiles to carry men to the place of employment in order to make sure that some other employer would not get them.

WOMEN AND GIRLS' DIVISION.

This branch of the employment work has been in existence about 11 months. When first started, the women of the organizations cooperating with the Employment Service sent in numerous applications for domestic help which, at first, on account of the fact that the domestics did not know of the work, it was not possible to fill. The newspaper write-ups helped greatly in giving publicity to this phase of the service; but the thing that helped most and which brought the most lasting results was the mimeographed letter which was drawn up and changed from time to time and sent out to prospective employers, business houses, and institutions of various kinds. The report of persons placed shows that the number of clerical positions filled far outnumbers all other occupations. Attention is called to the manner of verifying placements, as credit is never taken for a placement until a card or telephone message is received stating that the person referred actually was employed.

The women's division cooperates with the Women's State Council of Defense, particularly in investigating canneries, with a view to improving conditions. The representative of the Department of Agriculture also, in cooperation with the State Council of Defense, has rendered valuable assistance; and the Red Cross, the Community Market, and other organizations which have affiliated with that office have rendered good service.

CHARLESTON, S. C.

The director submits a 5-page report of the work under his supervision. He refers to the difficulty in securing cooperation of the employers within the State, with the exception of railroad companies and contractors employing common labor. A campaign of publicity through the public press has been carried on, and also by directing letters to private corporations and postmasters throughout the State. Meetings where the subject of labor was under consideration were attended, especial reference being made to his attendance at the State fair at Columbia. A booth was placed at his disposal in the Agricultural Building, thus enabling the employment officer to come in touch with people from rural districts as well as employers of labor from all over the State. A supply of blank applications, etc., was kept at the booth and handed to persons who expressed a desire for same. At a meeting of the Farmers' Union, also attended by the director, the object of the work of the Employment Service was explained by the governor of the State, the commissioner of agriculture, and himself. Explanatory circulars were distributed at the close of the meeting. The State has no employment bureaus, but the Federal branch has received the heartiest cooperation from the State officials.

The director makes mention of an arrangement with one of the large contracting companies of the State whereby they will employ colored men from the farms, and, upon receipt of notice from the farmer that their services are needed, the men are released and their way paid back to the place from which they came.

NEW ORLEANS, LA.

The report from New Orleans is quite voluminous, comprising 11 pages, including the work of the Gulfport (Miss.) and Memphis (Tenn.) subbranches. Considerable space is devoted to a discussion of the migratory movement of negro laborers and its effect upon the South. In this connection the officer in charge states that in many sections in the South legislation was enacted that made the work of a labor agent an extremely risky business. The work of shipping negroes to the North by the carload became so profitable for local labor agents that in their eager desire for profits they themselves helped to destroy the business by using the same negroes over and over to induce new ones to go North.

A part of the report deals with the development of the resources of the South and the condition of the labor market, both industrial and agricultural. Publicity was given through the press regarding the need for berry pickers throughout the zone, and many of these were directed to places in Tennessee for the season during May and June, after which they were advised to go to the wheat section.

In accordance with the bureau's instructions a register of ship carpenters and other workers was made, the number registered being about 500.

Regarding cooperation, following a conference with the mayor of New Orleans and presidents of numerous societies an agreement was entered into whereby the Federated Employment Clearing House was created with headquarters in the city hall. This was inaugurated on July 12, 1916. The mayor took an active interest in the matter and secured the consent of the commission council to provide office quarters in the basement of a building with all modern conveniences, and a stenographer was assigned to assist in the work.

CHICAGO, ILL.

(Including subbranches of Indianapolis, Ind., Detroit, Mich., and Sault Ste. Marie, Mich.)

During the year a total of over 25,000 out of approximately 46,000 applicants were directed to employment. This number exceeded the previous year by over 12,000. Tables are submitted for each branch office, showing by months the activities for the entire year. Under the heading "Developments in the employment work," attention is first called to the women's and girls' work. A division of this kind was started in Indianapolis in October, 1916, while a similar one was started in Chicago a few months earlier. The work was greatly handicapped by the shortage of help and the necessity of appointing temporary clerks to assist therein. Over 600 persons were placed by the division for women and girls at Indianapolis from October to June, and in the Chicago office 2,652 placements are reported.

Another development to which prominence is given in the report is the teachers' and professional service division of the Chicago office. This work was not actually begun until about September 1, 1916, and its development has been materially retarded by the lack of sufficient help. The response on the part of teachers and school officers shows an unmistakable need for a public bureau of this character. More than 500 teachers have registered with the division, and the vacancies reported have been from public schools and higher institutions of learning, including State universities. The success of this phase of the employment work depends solely upon the possibility of securing sufficient clerical help. The forms in use in this office were reviewed by the editor of the American School Board Journal, at Milwaukee, Wis., who remarked that they were superior to those of any private agency and better than those of many State bureaus.

Another item mentioned as being one of the developments is the cooperation on the part of postmasters.

Recommendations.—Extension of employment service for teachers, preparation of more suitable forms throughout the service, the designation of a few special advisers who are experienced in employment matters to visit the different stations and submit recommendations, and the calling of conferences of employment workers to discuss ways and means of improving the service are some of the recommendations submitted.

MADISON, WIS.

A cooperative clearing house for employment purposes was established at Madison with Mr. George A. Billings, of the Department of Agriculture, to supervise activities in farm matters; Dean Louis E. Reber, of the extension division of the University of Michigan, working in conjunction with the Boys' Working Reserve of the United States Department of Labor, to look after juveniles; and the inspector in charge of

employment to devote his time to industrial conditions. County councils have been organized in each county in order to keep in constant communication with the co-operative office in order to secure an efficient distribution of labor. The greatest obstacle to this plan was the pronounced shortage of labor in practically all lines, which has been to some extent surmounted by a recruiting campaign through which appeals were made to county councils, newspapers, women's clubs, the Young Women's Christian Association and kindred organizations, commercial clubs, etc. More than 800 postmasters signified their willingness to cooperate with their various county councils in employment activities. Full cooperation has been secured with the State department of agriculture, the State industrial commission, all county councils, and other organizations throughout the State.

DETROIT, MICH.

A separate report is furnished for the Detroit office by the inspector in charge, showing that over 7,000 positions were secured for persons applying through that office. The report submitted, showing by months the activities of this branch, indicates over a thousand placed during the months of July and August, whereas succeeding months dropped off until in June, 1917, only 289 were directed. There has been a large increase in the number of women directed to employment, due to a large extent to the fact that this office is cooperating with the Michigan Free Employment Bureau, which has a woman in charge of the Women and Girls' Division. The applications for help are turned over to her and she reports the number directed at the close of each day. The Commissioner General, on behalf of the United States, entered into an agreement with the Michigan Free Employment Bureau in December last for the cooperation of the two employment services. This agreement provided that laborers, agricultural and factory help, and men with trades shall be directed and counted by the State employment office, while the direction of the women and girls, young men and boys, teachers, professors, and clerks shall be handled by this office. This accounts for the falling off in the statistics of the Detroit office. During the year the newspapers have continued to publish gratis news items regarding positions which the office had available. The inspector, who devotes most of his time to employment work, has his desk in the hallway of the ground floor of the old Federal building. This location is poorly adapted for the work, there being no conveniences, no privacy, and the space is difficult to heat in cold weather.

GALVESTON, TEX.

The report covers 15 pages, of which 9 refer to statistics and answers to questions contained in division circular letter regarding personnel, expenses, etc. The officer in charge states that he is mailing the bulletin of opportunities to 40 newspapers in Texas, of which about 20 per cent are printing the same as a whole and about 40 per cent selecting items which would be of interest to their subscribers. The newspapers of Texas have been very liberal in giving space and have rendered material assistance in special matters, such as assisting in finding places for the troops when mustered out. At the time the registration of ship carpenters was made the press rendered most valuable assistance in advertising the matter, as a result of which this zone secured a register of more than 1,000 ship carpenters, and other ship workers.

He calls attention to the fact that there are very few free employment offices in his zone, but such as are there he is cooperating with. Cooperation is also being had with the United Charities, Young Men's Christian Association, and Young Women's Christian Association. A system of cooperation is also being worked out with the State bureau at Austin through the county agents, who report direct to the Austin headquarters. He recommends, when appropriate funds become available, that an amount be allowed for advertising in the press regarding applications; also that they be authorized to purchase bulletin boards for use in city post offices and other public places.

KANSAS CITY, MO.

The report of activities for this zone shows a steady growth during the year, reaching the highest mark in May, 1917, when 2,296 persons were referred to and secured actual employment. The work has now grown to such an extent as to require that more space should be allotted, and a recommendation to that effect has been submitted. The cooperative movement at Kansas City has proven a success. The relations of the office with the State director of employment have always been pleasant. Mention is made also of the work of the Kansas City Collegiate Alumnae Vocational Bureau, which maintains an office in connection with the Federal office. The aim of this organization is to place trained college women in such positions as they are fitted for.

SEATTLE, WASH.

In comparing the statistical reports for the year just ended with those of last year it is gratifying to note the increase in the number of calls for help; also the great increase in the number of persons directed to employment. During the year 36,949 persons found definite employment through the service, as compared with a total of 14,565 for the year ended June 30, 1916. With further reference to the statistical features of this report it is found that, of the 36,949 directed, 18,479 were recorded as laborers and 11,848 were recorded as farm laborers and other agricultural lines, including seasonal workers; the remaining 6,622 were divided among the various occupations.

The great merit of the Government Employment Service lies not alone in the actual directing of men and women to some definite place and line of employment, but the work of furnishing accurate and current information to applicants concerning industrial conditions and opportunities for employment in other parts of the State or in other States has become a very important and essential branch of the service. While it is impossible to estimate the amount of valuable work done along this line, the demands are so great as to form conclusive evidence that the Government long neglected such duty to the wage earner and especially to the itinerant worker. Permanent branch offices, which are closely associated with the headquarters office, are now located in Bellingham, Everett, Tacoma, Aberdeen, North Yakima, Spokane, and Walla Walla. In Bellingham and Tacoma cooperative Federal-municipal offices have been established, representatives of each department occupying the same quarters and carrying on the work practically as one service. In North Yakima arrangements have been made whereby the city furnishes the quarters and upkeep of same while the Government furnishes the entire force of officers to carry on the work.

The system of establishing temporary employment offices, as first inaugurated during the summer of 1915, for the purpose of directing seasonal workers in the fruit and grain districts has been continued each year with splendid results. In addition to these seasonal offices, a further step has been taken this year, which is operating very successfully; i. e., inducing the farmers to form local organizations for the purpose of stimulating interest in the help problem, thereby centralizing the demands for labor, as well as tending to establish a uniform wage scale. In forming such local organizations a meeting is called, after which a general discussion of labor conditions is had. A local employment agent is then appointed; usually he is a member of one of the small mercantile firms or implement houses, though in some instances the services of a clerk were offered by one of the local banks. The principal duties of this agent are to receive all calls for labor and to meet such demand with local labor, if possible; if unable to do so, to communicate at once with the nearest Government employment office; also to report any oversupply of labor. Many such organizations are now completed in the grain and fruit sections of this State, and no doubt will greatly assist in handling the labor problem during the coming harvest. Such organizations will rightfully place more responsibility upon the employers and bring them in closer touch with the aims of the service. They will also do much to prevent the gathering of an oversupply of labor in certain agricultural centers which always means a loss to the workers as well as having a tendency to lower the standard rate of wages.

With the opening of the spring season the service conducted a State-wide campaign throughout all of the high schools, with a view of inducing the high-school students to turn their attention to agricultural work during their vacation and thereby greatly assist in increasing the food supply during this great war. As a result much attention was centered on agricultural work. The farmers, realizing the Government's imperative need for enormous quantities of food supplies, greatly increased their acreage, at the same time feeling confident that the Government would assist in every way possible in securing sufficient labor to cultivate and harvest the crops.

On January 1, 1915, a State law, generally known as the employment office initiative, which forbade the collection from workers of any fee for furnishing them employment became effective; however, the United States Supreme Court recently reversed this State employment initiative law and the fee office is again in operation, but no doubt will experience much difficulty in reestablishing itself.

In conclusion, reference is made to the efficient service and untiring efforts of those associated in the employment work, and especially to the great interest and generous support extended at all times by the commissioner of immigration at Seattle in helping to make the service a success. Attention is also called to the fact that there has been practically no increase in the personnel of the Immigration Service in this district subsequent to the inauguration of the employment work.

PORTLAND, OREG.

A very interesting report showing that splendid work has been done by this branch by a very limited force of employees and at small cost to the Government is presented by the officer in charge. This office cooperates with the municipal authorities in employment work, who furnish the office quarters and also four employees to assist in the work. During the year the office quarters have been moved to a better location in the business section of the city.

A temporary office was opened at Hood River for the distribution of seasonal help in the spring and fall, with pronounced success. A request was received from the eastern Oregon wheat growers to open a temporary office at Pendleton to assist them in securing sufficient help to harvest their crops. Since the close of the fiscal year this office was opened and no doubt mention will be made of the results accomplished in a succeeding report.

The cordial relations existing and a real spirit of cooperation have enabled the director of employment to secure as emergency help a man from the customs authorities and another from the local post office. These have rendered assistance in rush periods for several weeks without cost to the Employment Service. A clerk in the Employment Service in Portland was appointed an examiner by the United States Civil Service Commission, and thus the office was enabled to conduct certain of the necessary examinations for work at the Bremerton Navy Yard. This arrangement has added prestige to the office and has been of direct service to the Government in the war emergency.

In February and March last nearly 200 of the returned guardsmen from the Mexican border were directed to employment, and this at a time of the year when jobs were exceptionally scarce. Valuable cooperation in this work was furnished by the public press, the acting adjutant general, the commissioner of public affairs, and also a committee representing various clubs and organizations of the city. The office has kept in constant touch with the county agents of the Oregon Agricultural College and the United States Department of Agriculture, farmers' granges, etc., through the State commissioner of labor, although the State of Oregon as yet has no State employment office.

SAN FRANCISCO, CAL.

The report submitted is a copy of a report addressed to the commissioner of immigration, and is quite brief, giving information as to the personnel of the office, a summary of the activities for the year, and a statement as to the expenses incurred.

No reports were received during the year from the Fresno subbranch, but it would appear that some showing might be made there, as Fresno is situated in the heart of a very rich agricultural section and has no competition from the State bureau. Reference is made to the growing demand for common laborers and the scarcity of railroad laborers as well as farm workers. With regard to the latter, it has been impossible to get the farmers to pay the wages offered in other lines of industry, and living conditions are not what they should be.

LOS ANGELES, CAL.

There is in Los Angeles a municipal bureau which is said to be one of the largest and best regulated free employment agencies in the West, and it is the policy of this bureau to cooperate with welfare organizations, women's clubs, civic organizations, etc. This bureau also cooperates with the Federal branch as well as the State office. Private employment agencies have been very active in southern California, but are steadily decreasing in numbers, and it is believed that eventually they will be eliminated once the employing public is educated to a full understanding of the work of public employment offices in the way of supplying efficient help.

SAN DIEGO

Excellent cooperation has been secured with the newspapers in the city, there being three of them which carry items regarding the U. S. Employment Service opportunities. There is also a Spanish weekly paper which affords publicity to the work for the benefit of Spanish-speaking people. The custodian of the public building also has cooperated by giving space in the bulletin case in the post-office lobby, where a list of opportunities is posted daily.

Reference is made also to the transportation problem, particularly with respect to applicants who presented themselves for harvest work in wheat-growing States but were unable to proceed on account of lack of funds to pay transportation.

APPENDIX III.

DIGEST OF REPORTS OF COMMISSIONERS AND INSPECTORS IN CHARGE OF DISTRICTS.

COMMISSIONER OF IMMIGRATION AT NEW YORK, IN CHARGE OF DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY AND THE IMMIGRATION STATION AT ELLIS ISLAND, NEW YORK HARBOR.

APPLICATIONS.

The total number of aliens who applied at Ellis Island for admission during the year was 160,105, of which number 158,546 were admitted and 1,671 were deported. Of the rejections 516 were on the ground "likely to become a public charge" and 524 were because of physical defects.

DEPORTATIONS (EXPULSIONS).

There were 806 warrant cases pending from the previous year and 1,694 new cases arose during the year, making a total of 2,500 such cases considered, of which number 553 were investigated. The 894 warrants of arrest issued and served were disposed of as follows: Aliens actually deported, 113; warrants canceled, 439; while 1,131 cases remained pending.

SEAMEN.

During the year, 1,981 seamen made application for admission through this port, of which number 33 were rejected. Twenty-six of those rejected were admitted on appeal to the department.

STOWAWAYS.

Stowaways to the number of 434 were apprehended at this port during the year, in addition to which 24 cases of stowaways were pending at the close of the previous year. Two hundred and forty-seven of these were admitted, 203 deported, and the cases of 8 remained pending.

FINANCIAL AFFAIRS.

The amount allotted by the bureau from the immigration appropriation for this district was \$220,000; the total expenditures for the year amounted to \$243,118.06. Administrative fines were assessed under section 9 amounting to \$3,850 (\$1,000 for loathsome or dangerous contagious disease, \$300 for mental afflictions, \$1,600 for illiteracy, \$50 for physical defects, and \$900 on account of the steamship officials having exacted a money consideration from an alien passenger to be returned if landing occurred), and \$60 was assessed under section 15 for improper manifesting. Judgments and fines were assessed in court cases in the following amounts: In civil cases other than contract labor, \$839.97, including interest and costs; in criminal cases, \$4,000.

GENERAL MATTERS.

Immigration at the port of New York during the fiscal year ended June 30, 1917, was still further reduced by the war, the number applying for entry being 160,105 and the number applying for entry during the fiscal year ended June 30, 1916, being 176,611.

BLACK TOM EXPLOSION.

For the second time since the opening of the station at Ellis Island the entire plant has barely escaped complete destruction from high explosives at the railway terminals on the New Jersey shore but a short distance away. On July 30, 1916, at 2 o'clock in

the morning an immense accumulation of high explosives—powder, shrapnel, and munitions of all kinds—exploded at Black Tom. That no lives were lost is little short of miraculous, as shrapnel fell in great quantities on the island, barges loaded with munitions drifted upon the shores, and only the very heroic action of employees at the station prevented a terrible calamity. Had the explosion occurred at any time other than during the summer months the administration building and the hospitals probably would have been a mass of wreckage; for the buildings were open at the time, which saved them from demolition from the concussion. As it was, an immense amount of damage was done to the station. Walls, ceilings, and foundations were weakened. Windows, casings, and doors were demolished. The roofs and ceilings of the hospitals were weakened, as was the entire vaulted ceiling over the big inspection hall in the main administration building. Appropriations amounting to \$400,000 were required to cover the damage, the repairs now being nearly completed.

Repeated protests have been made by this office against the standing menace to lives and property from the loading and unloading of munitions along the New Jersey shore. The danger continues despite the efforts made to have it eliminated. On two occasions the Government has been put to great expense as a result of these explosions, and only miraculously has great loss of life been avoided.

THE FEEDING CONCESSION.

The private concession for the feeding of immigrants and the running of a public restaurant at the Ellis Island Station has always been a source of great concern. It was immensely profitable. There was constant temptation to serve bad food, to reduce its quantity, and to depreciate its quality, which the most persistent inspection could not entirely counteract. In addition it was to the interest of the contractor to push the sale of food in cartons to immigrants in transit who purchased food at the station for their inland journeys. When it is considered that aliens detained at the station average in normal times from 1,000 to 2,000 a day, and that three-quarters of a million people pass through this station each year, the value of this concession is apparent, as is the difficulty of protecting both the Government and the immigrant.

On June 30, 1916, the three-year contract for this concession expired. The immigration authorities secured the sanction of the Department of Labor to take over the concession and conduct the privilege on a nonprofit-making basis, as is already done in connection with the hospitals here. All arrangements had been completed to carry out this change—a change that would have been not only advantageous but would have resulted in great economy to the Government—when the change was prohibited by amendments to the sundry civil bill denying to the Bureau of Immigration the right to expend any of its appropriations for this purpose. It was necessary to revert again to private contractors; but some of the evils which previously had existed were avoided by a new form of contract by which the concessionaire undertook the work on a cost basis plus a 10 per cent contractor's profit in the form of compensation. The contract was for but one year, and at its expiration was renewed on the same terms, except that the contractor's profit was reduced to 7 per cent. This new arrangement has proven far more satisfactory than that which previously prevailed. The food has been greatly improved. It is purchased under Government supervision. Higher wages are paid and shorter hours are provided for the employees of the concessionaire. The charges in the restaurant are moderate, and the relations of the station with the concessionaire are on a much more satisfactory basis. Practically no complaints regarding food have been received either from immigrants or patrons of the restaurant since this new form of contract went into effect.

ENEMY ALIENS AT ELLIS ISLAND.

On the declaration of a state of war between the United States and Germany in April, 1917, and the seizure by our Government of German ships lying at Atlantic seaports, about 1,150 officers and crew men from such vessels were brought to Ellis Island for internment. The Ellis Island plant is not designed for a place of permanent abode. Its accommodations are suited for only brief detention. And the burden put upon the station through this emergency called for a complete rearrangement of quarters, the shifting of detained aliens to other rooms, and the reorganization of the administration. Because of the number of the interned aliens and the necessity of maintaining a stricter supervision over them, the entire detention and dormitory quarters in the baggage and dormitory building were given over to this purpose. A detachment of soldiers was detailed by the War Department to act as a military guard upon the island, and the ground floor of the building above referred to was set

aside as barracks for the quartering of the soldiers. A stockade was installed about the power plant, and high-power flood lights were placed upon the various buildings.

In addition to the officers and crew men brought to Ellis Island for internment, the Department of Justice has placed in our custody suspected persons and spies found in this country and arrested on warrant. These require even closer supervision than the other Germans, and are kept at all times under strict surveillance.

But little difficulty has been experienced in performing this duty. The interned men are permitted to go out of doors on the playground for certain hours during the day; they have the use of the big out-of-door porch for exercising; and such provision for their comfort as was possible has been made. Concerts and entertainments have been arranged by the Germans; they have organized classes and developed such activities and interests as were possible. Visitors are permitted on Sundays, and where possible during the week, under surveillance.

About 600 of these aliens have since been removed from Ellis Island to an internment station at Hot Springs, N. C., the number remaining here on July 1 being about 550.

In the past few months this station has been called upon to supply temporary details to other departments of the Government, such as interpreters and inspectors. This, with the increased burden incident to the care of the interned Germans and the more rigorous inspection required by the immigration law, has materially increased the work of the station and has required a considerable increase in the number of inspectors.

PROTECTING THE IMMIGRANT AND OTHERS FROM FRAUD AND LOSS.

The attention of the local immigration authorities was called to the widespread and systematic organization of so-called bankers who were defrauding immigrants in this country of their money. Advertisements were inserted by these bankers in foreign-language newspapers in the United States setting forth conditions in central and eastern Europe and promising to transmit or transport funds to these countries, but failing to do so. Inspectors were detailed to investigate these practices, and, by a series of advertisements in the papers and the accumulation of correspondence from foreign-born persons in this country who had responded to the advertisements, evidence was secured which led to the ending of this practice on the part of a number of banks in the United States. The evidence gathered was presented to the State banking department of New York, to the district attorney, and to the United States Department of Justice. Acting upon this information the district attorney of New York County brought criminal proceedings against one of the largest banks engaged in this business; the officers of the bank fled the country, but finally have been brought back for trial.

Some months since rather meager information was received indicating that a group of Chaldeans were going about the country and, under the guise of being representatives of a church, collecting funds, alleging that they were to be applied for the relief of the afflicted Persians. As a matter of fact, these men were professional beggars and retained for their own benefit whatever they were able to collect. In the course of an investigation into this matter conducted by this office, it was ascertained that there was a regular industry of providing new arrivals of this particular class with fraudulent credentials. Upon presentation of these to representatives of the respective churches and to State, city, and even Federal officials, these Chaldeans were able to collect large sums. When sufficient evidence had been secured warrants of arrest were obtained for approximately 30 of these professional beggars. In the course of the ensuing hearings it developed that probably there were hundreds of these aliens scattered throughout the United States and Canada, that periodically they came to certain headquarters, conferred as to their fields of operation, and received instructions from the more intelligent members of the band. Most of them admitted committing the offenses with which they were charged. When taken into custody they had from \$200 to \$3,000 in gold each, obtained in the manner specified. They had been apprehended in Detroit, St. Louis, Chicago, Cincinnati, Philadelphia, and other cities. Deportation has been ordered as to all of them, but at the present time it is impossible to effect their return by reason of the conditions prevailing in Russia. They imposed upon the various Protestant denominations and the Catholics; and, in addition to obtaining contributions from various officials, prevailed upon many of the latter to give them letters of commendation and approval. The public should be warned against being made dupes by these rascals.

NEED FOR CABIN QUARTERS.

For years this station has been subject to repeated criticism by the New York press and many individuals because of the inadequacy of the accommodations for cabin passengers detained here. The only quarters available for this purpose are small rooms on an inner corridor, the rooms being equipped with three-tier bunks and with toilets and other facilities substantially the same as those in the large general dormitories. The corridors along which the cabin quarters are located are immediately contiguous to rooms used for the detention of immoral cases, men and women, and there is only a main passageway between the two day-detention rooms. The quarters provided are utterly unsuited for the detention of first and second cabin passengers. Repeated requests have been made by this office for a sufficient appropriation to build an addition to the dormitory building for the care of cabin passengers; and the necessity for such quarters will be more urgent on the termination of the war than ever before.

WORK OF MEDICAL OFFICERS.

The immigration work carried out at the port of New York has been of the same general character as that executed in preceding years, with the exception that when the new immigration law became effective, May 1, 1917, the medical examination of all alien members of crews was begun.

The increased work due to the examination of crews of all vessels has necessitated the detail of an additional number of officers for duty in the boarding division, and some difficulty has been experienced in the satisfactory prosecution of these added duties on account of lack of boarding facilities; but it is presumed that with a longer prosecution of this work and the adjustment of minor details more satisfactory progress will be made with a resultant saving in the number of medical officers. At present a large percentage of the medical officers on duty at this station are required for inspection service in the boarding division.

The immigration during the year has been small, and since the entrance of the United States into the war the number of alien passengers has dwindled to a limited number. A few vessels from Scandinavian ports and an occasional one from the south of Europe furnishes at times a busy day. However, on account of the number of patients detained in hospitals due to inability to carry out deportations to many countries, and owing to the increased amount of work due to the examination of crews, it has not been possible to reduce materially the number of medical officers.

The total number of arriving aliens was 160,105, a still further decline over that of the preceding year. The percentage of certificates from all causes was practically the same, 3.25.

Careful attention has been paid to the examination of aliens for mental deficiency, but the number of certificates issued for this class is less than in the preceding year, being 91.8 per 100,000 against 118 for 1916. This would seem to be due to the less number of immigrants from the southern countries, among whom a higher percentage of mental deficiency has been noticed, and also to the fact that a large number of aliens were those who had resided in the United States previously, and were returning after a more or less temporary sojourn in their native countries. The number of certificates issued for insanity corresponded fairly closely with the previous records at this station and was in the proportion of 25.6 per 100,000.

Attention is invited to two diseased conditions certified, namely, physical signs of tuberculosis and constitutional inferiority. These terms have been used at this station formerly, and persons so certified have been placed under class B diseases, those affecting ability for self-maintenance. Under the class of constitutional inferiority have been included some which more properly belong to constitutional psychopathic inferiority, and during the year a change has been made by which all cases properly certifiable as having an unstable nervous system are certified in accordance with the provisions of the law, and all other cases which might have been included in this group are certified with the term "lack of physical development" or other condition more specifically indicating the disease or defect. The certificate of physical signs of tuberculosis has been discontinued, and a straight certificate of tuberculosis issued when the physical signs and symptoms are indicative of that disease, even though the tubercle bacilli is not found by microscopical examination. These cases are held under observation for a sufficient length of time to enable the certifying physicians to arrive at a satisfactory conclusion.

The total number of patients receiving treatment in the hospitals during the year showed a marked decrease, not only in the immigrant general hospital but also the contagious-disease hospital, both due to lessened immigration, and in the case of the contagious-disease hospital to the fact that the number of contagious diseases, especially measles and scarlet fever, was considerably less.

The number admitted to the immigrant general hospital during the year was 3,316, and for the same period to the contagious-disease hospital the admissions were 1,214.

Owing to the inability to deport excludable aliens on account of war conditions a number of those suffering from trachoma and ringworm of the nails received operative treatment in the hospital and were discharged cured. Operations were performed on 23 cases of trachoma and 39 cases of ringworm of the nails.

The amount of work in the bacteriological laboratory has exceeded slightly that performed in the preceding year, especially in the number of Wassermann tests made. Some special studies relating to the germ causing meningitis have been carried out, but it has not been possible to prosecute any research work, as only one officer has been available for the total work to be accomplished and therefore there has been little time for other than routine work.

During the year anthropometric measurements have been continued, but owing to the character of immigration and the limited number of specific types arriving a material advancement in this work has not been accomplished. However, this work will be prosecuted, and it is expected that it will be possible to prepare some satisfactory tables in this particular.

During the year 45 visits have been made by officers to different institutions in the vicinity of New York for the purpose of examining the physical condition of aliens treated therein in order to determine whether the disease or defect was due to causes existing prior to landing and whether said aliens could be safely deported.

CHINESE INSPECTOR IN CHARGE, DISTRICT NO. 3, COMPRISING NEW YORK AND NEW JERSEY.

APPLICATIONS.

One case was pending at the close of the previous fiscal year, and there were 86 applications during the past year, making a total of 87 cases considered. Of this number 83 were admitted and 4 deported. As set forth in previous reports, the Chinese immigration to this port consists almost entirely of those of the exempt classes arriving from Europe.

A total of 674 Chinese applied for the privilege of transit through the United States to other countries. The privilege was granted in 671 cases, the other 3 being refused on the ground that they were afflicted with a contagious disease. The departure of 507 applicants to whom this privilege was granted at other ports was verified.

DEPORTATIONS (EXPULSIONS).

Eight Chinese cases were handled under departmental warrants, with the result that 5 warrants were actually executed and 3 were pending at the close of the year.

Two of the warrant cases handled at this station during the year were of special interest: In one case the Chinese had secured admission as the minor son of a merchant, but on his subsequent appearance before this office to testify in behalf of an alleged brother applying for admission at San Francisco, as a result of the searching examination accorded him and immigration officers accompanying him to the laundry in which he was employed (where certain coaching letters were found in his trunk), he finally admitted that the then applicant was not his brother and that his own admission had been secured through fraud, as he was not the son of the man who had posed as his father. In the other case, that of a Chinese who had gained admission as the minor son of a native, the alien was found employed in a laundry and presented a certificate of identity showing his admission at San Francisco as the minor son of a merchant. It was established by the files of this office that he had previously applied for admission at Seattle under another name and was then deported. At the hearing accorded him under departmental proceedings he admitted that his entry at the port of San Francisco had been secured through fraud, but renewed his former claim that he was the son of the alleged father who appeared in his behalf at the time he applied for admission at Seattle.

SEAMEN.

During the year 375 vessels arrived at this port having aboard 8,171 Chinese seamen, of which number 145 deserted. The number of arriving seamen exceeds that of any previous year, and the number of desertions is more than double that of last year, notwithstanding the cooperation of the masters, agents, and owners of the vessels in an effort to prevent the Chinese from landing. The increase may be attributed to the

reluctance of the Chinese to remain on vessels which pass through the war zone and to disaffection in regard to wages.

While under the present immigration law Chinese seamen are accorded the same privileges as to shore leave, etc., as other alien seamen, sufficient time has not elapsed to determine what effect this will have upon desertions. However, it is not believed that the number will be augmented, for the reason that bona fide Chinese seamen have no desire to land permanently, and in the other cases, where the men sign on primarily for the purpose of securing surreptitious entry, the precautions heretofore taken have not been sufficient to prevent their landing.

STOWAWAYS.

Only 1 Chinese stowaway arrived at this port during the year, and he was apprehended while attempting to land surreptitiously and was subsequently deported.

FINANCIAL AFFAIRS.

Of the \$1,450 allotted for the expenses of this district \$1,398.88 was expended.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

During the year 38 Chinese were arrested on the charge of being unlawfully within the United States, which, with the 16 cases pending from the previous year, made a total of 54 cases. Of this number 26 were discharged, 14 deported, 5 are awaiting deportation or appeal, and 9 are pending.

As little attention was paid to anonymous communications, fewer arrests were made during the past year than in the year immediately prior, this office having become satisfied that these letters were written or caused to be written by Chinese desiring to secure the status of citizenship, it having become generally known that in practically all cases where a defense was offered the United States commissioners discharged the defendants. The 38 cases wherein complaints were filed during the year were distributed among 11 United States commissioners, and the general results indicate the uselessness of attempting to secure the deportation of Chinese by judicial process, the commissioners being bound to decide the cases upon testimony which can not be refuted by the Government, but which they morally know to be perjured. In a majority of the cases where deportation was ordered no defense was interposed.

An exasperating feature of these cases is the delay occasioned by the taking of appeals, final disposition frequently being postponed for from one to three years.

CRIMINAL CASES.

Criminal prosecutions against Chinese for conspiracy to fraudulently obtain merchants' return certificates were instituted in 3 cases, all of which resulted in fines being imposed, 2 of \$50, and 1 of \$75.

WRITS OF HABEAS CORPUS.

Writs of habeas corpus were sued out during the year in 2 cases wherein deportation had been ordered by the department. In 1 of the cases, that of a Chinese procurer, 2 writs have been served. All 3 of these writs were dismissed without opinion by the district court and appeals were taken to the circuit court of appeals, where the cases are still pending.

WHITE-SLAVE MATTERS.

A well-known Chinaman of considerable means obtained the admission at Seattle, Wash., of a Chinese girl 14 years of age, alleging her to be his daughter. As a result of information furnished by this office she was subsequently rescued from a house of prostitution in San Francisco. Upon the statement of the girl, the Chinaman was ordered deported by the department. He was subsequently indicted in San Francisco under section 3 of the immigration act, and removal proceedings instituted in this city; and while the United States commissioner before whom the latter proceedings were had recommended his removal, the district court declined to sign the order, holding, after discussing the evidence, that—

"As a result, the defendant, in the face of all this proof, is to be taken to California without any chance to cross-examine those witnesses on whose testimony he was indicted. The testimony of his own witnesses will be unavailable in California except on deposition, at best a weak reliance, and he will by this removal be deprived

of his whole defense except his own denials, which in criminal cases count little. * * * Justice requires before he is deprived of his defense that he should be confronted with the witnesses against him and have some chance before a tribunal which can see both his own witnesses and the Government's, to a judgment in which both sides have been heard."

The alien was thereafter taken into custody by this office for deportation. Two writs of habeas corpus secured in his behalf have been dismissed by the district court, and the case is now pending on appeal before the circuit court of appeals.

During the year we rescued from houses of prostitution 2 Chinese girls held in slavery. Warrants for the arrest of the procurer in 1 case has been secured by the commissioner of immigration at San Francisco, and the girl, who has been ordered deported, is held in that city pending his apprehension.

The other case, still pending, is that of a girl traced from Portland, Oreg., to this city, where she was apprehended. The feature of exploitation is quite clear therein, yet so far we have been unable to locate the procurer because she, probably through fear, is unwilling to testify against him.

SMUGGLING OPERATIONS.

No smuggling schemes have been discovered during the past year, and only 1 Chinaman was apprehended while attempting to land surreptitiously from a vessel at this port. His statement concerning the manner in which he boarded the vessel in Mexico and expected to land here was ridiculous and incredible, and while the Chinese inspector in charge was certain some of the crew were responsible refusal of the Chinese to implicate any of them rendered a criminal prosecution impossible.

It is believed that the unusually strict war surveillance exercised on the docks in Europe has had a deterrent effect upon smuggling. Notwithstanding this, the same vigilance and preventive measures as formerly have been exercised in order to frustrate any attempt at smuggling that might be made.

PREINVESTIGATIONS.

Five applications for return certificates were filed by Chinese desiring to depart through this port, all of which were accorded favorable consideration. A total of 283 preinvestigations were conducted by this office in the cases of Chinese departing through other ports, as follows: Natives, 160; exempts, 79; laborers, 44.

INVESTIGATIONS.

During the year 112 cases were referred to this office for investigation. It is impossible to approximate the number of investigations made during the year to determine the lawful residence of Chinese. Officers are continually visiting places where Chinese are employed and reside, and during the course of a year interview hundreds of them, examining their passports, etc., but unless further action is required no formal record is made.

PERSONNEL.

It is a pleasure to attest the loyalty and efficiency of the officers assigned to this station. To them equally is entitled credit for the satisfactory results obtained during the past year.

COMMISSIONER OF IMMIGRATION AT BOSTON, IN CHARGE OF DISTRICT NO. 2, COMPRISING THE NEW ENGLAND STATES.

APPLICATIONS.

During the year 19,276 aliens applied for admission at this port, of whom 18,696 were admitted and 239 deported, while the cases of 341 remained pending at the close of the year. In addition, 2,570 returning horsemen were inspected at the port of Boston.

DEPORTATIONS (EXPULSIONS).

A total of 439 warrants of arrest were issued in this jurisdiction during the year. Of this number 374 were served and 148 canceled, 264 warrants of deportation being issued, of which number 88 were subsequently canceled.

SEAMEN.

A total of 177 seamen applied for admission, all of whom were admitted. Escaped seamen to the number of 494 were recorded for this district, of whom 5 were Chinese.

STOWAWAYS.

Stowaways to the number of 41 were apprehended at ports of this district, of whom 23 were admitted and 18 deported.

ESCAPES.

Fifteen aliens, exclusive of the seamen above referred to, escaped from vessels arriving in this district during the year.

FINANCIAL AFFAIRS.

The total amount allotted for this district was \$24,000, while the expenditures reached the sum of \$38,069.86, which shows a deficit of \$14,069.86. Fines to the total of \$500 were assessed under section 9 of the old law, while fines to the total of \$52,680 were assessed under the new law. Fines in court cases to the total of \$676 were assessed.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Ten cases of this character were pending at the close of the previous year, while 2 arrests were made during the present fiscal year. In 1 of these the bond on which release was authorized was defaulted, in 2 the Chinese were discharged, and in 3 deportation was ordered, while the cases of 6 remained pending at the close of the year. Chinese seamen to the total of 3,111, members of crews of 132 steamers, were inspected during the year, 5 of whom escaped. During the fiscal year warrants were applied for, issued, and served in 7 Chinese cases, in 5 of which the warrants were canceled upon the completion of jail sentences for having smuggled opium, and the Chinese deported by the British consul at this port as distressed seamen; the remaining were allowed to leave this country at their own expense. Three warrant cases were ending on habeas corpus proceedings at the close of the year.

CIVIL SUITS.

Only 1 civil case of importance was disposed of during the year. This involved the importation from Canada of 7 aliens to engage in the trap-fishing industry at Barnstable, Mass. The case was compromised by the payment of \$500, this amount being accepted because of the expressed opinion of the United States district attorney that in spite of a technical violation of the contract-labor provisions of the law the other circumstances merited a settlement for a nominal amount. Among the other circumstances was the return to Canada at their own expense of 5 aliens involved.

Five cases involving suits on immigration bonds were pending at the close of the previous fiscal year, while one new bond suit arose during the year. Three contract-labor suits were pending from the fiscal year 1916 and 3 additional cases of this character arose. Two of the bond suits have been discontinued and 4 remain pending. One of the contract-labor suits was settled and 5 are pending.

CRIMINAL CASES.

At the close of the preceding year 5 criminal cases were pending, while 9 additional cases arose during the year. These were disposed of as follows: Defendant found not guilty, 1; defendants sentenced, 6; discontinued, 3; pending, 4. The majority of the criminal cases instituted during the year were for violations of section 3. But the United States courts in this district incline to the opinion that matters of this sort should be considered by the local courts. As a result these cases have been disposed of by the imposition of a light sentence or nominal fine.

WRITS OF HABEAS CORPUS.

One case was pending from last year. Two new cases have arisen, both of which are pending, the aliens involved being out on bail. The cases of 2 Canadians arose on warrant proceedings in which it was alleged that the aliens were contract laborers

at the time of admission. Facts brought out by the board of special inquiry clearly substantiated these allegations. The attorneys did not file the customary briefs, but sued out a writ of habeas corpus, alleging that the board of special inquiry was prejudiced and that in consequence a fair hearing had not been given. In the hearing before the court every effort was made, by various insinuations and by the introduction of matters of an entirely irrelevant nature, to discredit the veracity and sincerity of the sworn officers of the Government. Nevertheless the court was disposed to believe that an unfair hearing had been given, and, following the Petkos decision, entered a decree remanding the case back to this service for further hearing. Such hearing, however, has not been had, since the United States attorney has filed a motion for a rehearing before the district court.

WHITE-SLAVE MATTERS.

The cases of 43 immoral aliens were investigated during the year, resulting in the deportation of 8, the discharge of 3, and the sentence of 1 to a term in jail, while 3 defaulted and 27 were dropped. Approximately 50 additional cases were considered but failed to show cause for action.

CONTRACT LABOR.

Investigation was made of 45 cases under the contract-labor provisions, involving 97 persons. Indirectly, as in the case of the Gloucester fishermen, a much larger number of persons has been involved. At the time that investigation was made the fishermen were conducting a strike along the New England coast. This investigation is reported to have been instrumental in settling the strike by discouraging the great influx of fishermen from Nova Scotia, who were expected to take the place of the strikers. The question of the legality of the entrance of this class of aliens is pending at the present time. Numerous investigations have been made in the State hospitals on account of complaints relating to the importation by these institutions of nurses and attendants from Canada. It is believed, however, that the State officials are now thoroughly familiar with the law governing these matters and that any abuses which formerly existed have been stopped. Much time has been consumed in the investigation of a furnace company in Taunton, Mass. This company advertised in certain Canadian newspapers and hired a number of iron molders who are alleged to have responded to the advertisements. Warrants of deportation have been issued for 9 aliens, but the case is still pending before the United States court.

Portuguese Africans, commonly called Bravas, are employed in considerable numbers in various industries. Several investigations have been undertaken in response to allegations of contract labor, but no definite violation of the law has been discovered. There seems little doubt, however, that the padrone system is successfully worked among aliens of this class.

One of the cases disposed of involved the importation from Canada of the 7 aliens who engaged in the trap-fishing industry at Barnstable, Mass., referred to under the heading "Civil suits."

Just as this report is being completed word comes of the settlement of a suit in one of the most interesting contract-labor cases of recent years. The Salts Textile Manufacturing Co., of Bridgeport, Conn., imported in 1914 about 25 silk weavers from France. Warrants of arrest were secured in 23 cases. Investigations were conducted in Connecticut, New York, and New Jersey. The evidence finally secured showed conclusively that this firm had paid the passages of the imported aliens and in other ways had assisted in their migration. Confronted with this proof the company contended that labor of like kind unemployed could not be found in this country, and on that ground claimed exemption under the contract-labor provisions of the law. But further investigation developed the fact that at the time of importation other firms engaged in the same line of industry had been able to secure all the help required. After prolonged litigation the case was compromised upon the payment by the defendant company of \$4,000 and costs.

WORK OF THE MEDICAL OFFICERS.

Attention was invited in last year's report to the large proportion of medical cases among arriving aliens. Not only was the proportion increased this year, however, but the increase occurred in certificates of a more serious character. The proportion of steerage passengers certified was 1 in 10 as compared with 1 in 11 in the previous

year. Among second-class passengers the proportion remained the same as for the previous year, that is, 25 per cent. The limited laboratory facilities at the Boston Immigration Station were used chiefly for preliminary or confirmatory examinations. The 8 local contract hospitals were utilized to a great extent for diagnostic work as well as for treatment.

SETTLEMENTS OF ALIENS.

In past years the cranberry growers of the cape district of Massachusetts have depended for the harvesting of their crops on the labor of the the Africans of Portuguese nationality who have arrived in large numbers at the subport of New Bedford. There is no doubt that for years the navigation laws have been habitually violated by the masters and owners of the sailing vessels which bring these aliens from the Cape Verde Islands to the United States. The accommodations on these vessels are exceedingly primitive, and no apparent attempt is made to meet ordinary sanitary requirements even when a considerable number of women are included in the passenger list. Moreover, the masters of these schooners, in order to circumvent the American law restricting the number of passengers, frequently add to the crew list by doubling or trebling the number of crew members. In effecting deportations this office has been seriously handicapped by reason of the fact that the laws of Portugal permit the carriage of practically unlimited numbers of passengers, while American laws are framed in accordance with modern ideas of health and sanitation; and the action of the local customs officials in applying these restrictive regulations has in some instances prevented the return of debarred aliens by the ships on which they arrived. This has resulted in the prolonged detention, at a constantly increasing bill of expense, of a number of deportable aliens. These sailing vessels are not provided with facilities to meet emergencies, and it has been credibly reported that in more than one instance this spring, when vessels were delayed by storm, the passengers were placed on short rations amounting in one case to but one or two meals in a week.

During detention at the Boston Station of several hundred male Africans a committee of cranberry growers endeavored to secure their temporary landing for agricultural purposes. When the matter was placed before the aliens, however, only 1 in 4 signified a willingness to land under these conditions. The matter was therefore dropped.

CHINESE PREINVESTIGATION MATTERS.

Forty Chinese applied for return certificates, 37 of which were granted and 3 refused. Of the 37 granted 27 were to laborers, 4 to merchants, 1 to a merchant's son, and 5 to students.

INVESTIGATIONS.

The index at the Boston Immigration Station shows a total of 374 requests to investigate cases of aliens applying at other ports or stations for admission to this district. It should be noted, however, that many of these requests involved several persons and that in numerous cases 2 or more investigations were required. The latter statement is particularly applicable in cases of Canadian aliens whose admission is legalized subsequent to their entry into the United States. Investigations other than those relating to applicants for admission, carried out in response to requests from other offices, number 150, in addition to which were numerous cases of a strictly local nature of which no separate record was kept. A number of investigations of groups of children, en route on arrival to certain localities, have been made during the year for the purpose of ascertaining the extent to which the promises of parents and other relatives as to school attendance had been kept. It was believed that the high watermark in the matter of furnishing verifications of landing of aliens in general had been reached last year. The record of this year, however, totaling 9,415 verifications of landing, surpasses that of last year by a substantial margin. This continues to be an important and exacting division of duty.

PERSONNEL.

The conditions set forth in last year's report regarding the lack of an adequate force to perform the duties of the Immigration Service in this district became aggravated during the current year. While the duties imposed upon this district during the past year have exceeded the physical possibilities of the force at my disposal, I am glad to testify to the cheerful manner in which as a rule the severe demands of the service have been met.

COMMISSIONER OF IMMIGRATION, PHILADELPHIA, IN CHARGE OF DISTRICT NO. 4, COMPRISING PENNSYLVANIA, DELAWARE, AND WEST VIRGINIA.

APPLICATIONS.

The total number of aliens who applied for admission through this port during the year was 740, of whom 682 were admitted and 58 deported. The small number of arrivals throughout the fiscal year was due to European conditions and the war in which this country is now involved; none of the regular European passenger lines are bringing passengers to this port.

DEPORTATIONS (EXPULSIONS).

Consideration was given 485 warrant cases during the year, of which number 480 were investigated, resulting in the service of 106 warrants of arrest. Warrants were canceled by the department in 44 cases, while in 75 cases warrants of deportation were executed, including 5 cases pending from the previous year. Deportation has been actually effected in 27 of these cases, embracing 34 aliens, execution of order of deportation having been deferred in the remainder of the cases owing to European conditions.

A total of 6 Chinese warrant cases were investigated, resulting in the service of 1 warrant; in addition to which 1 warrant from another district was served. There were also 2 cases pending at the close of the year.

SEAMEN.

Seamen to the number of 159 applied for admission, of whom 16 were rejected but allowed to reship foreign. Examination also was made of 1,348 seamen for the purpose of being discharged from the vessels on which they arrived to reship foreign. Escapes occurred in 1,191 cases, including 13 Chinese and 8 Japanese seamen.

During the year 1,359 steam and 109 sailing vessels arrived at this port and were boarded by immigration officers. Of these vessels 112 carried Chinese members in their crews, the total number of such Chinese seamen being 2,237. The arrival and departure of these Chinamen were checked by this office. The work in connection with boarding of vessels and the inspection of their crews has increased considerably since May 1, 1917, owing to the provision in the immigration act of February 5, 1917, that all seamen must be examined and furnished with identification cards.

STOWAWAYS

Stowaways to the total of 117 were apprehended during the fiscal year, of whom 46 were admitted and 52 deported, while the cases of 19 were pending at the close of the year.

FINANCIAL AFFAIRS.

The amount allotted by the bureau for this district was \$15,000; the disbursements for the year amounted to \$16,622.77, making a deficit of \$1,622.77. The sum of \$1,550 was recovered in civil suits during the year.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Cases of this character to the number of 20 were pending from the previous year and 4 new cases arose during the past fiscal year. Nine of these cases are pending. Of the remaining 15, 7 of the Chinese were discharged and 8 were deported.

CIVIL SUITS.

Civil suits to the number of 9 were instituted during the year, 8 of which have been disposed of, while 1 remained pending at the close of the year. One of these suits was a case against the master of a steamship for landing 3 aliens surreptitiously; in this case a fine of \$300 was recovered. Another suit was against the sureties on a bond guaranteeing that an alien would not become a public charge; recovery of \$97.02 resulted, the amount due the public institution in which the alien became a public charge, together with interest and costs. A third was a suit against the agents of a vessel for permitting the escape of a stowaway; in this instance a fine of \$100 was collected. The sum of \$250 was collected as the result of compromise of a suit instituted on a public-charge bond; in another case a judgment for \$500 was rendered in favor of the Government on a similar bond. Also a fine of \$200 was imposed on the master of a vessel for permitting the escape of 4 Chinese seamen.

CRIMINAL CASES.

No new criminal prosecutions were instituted during the year. A case involving a violation of section 3 was pending from the previous year. In this prosecution 2 aliens were convicted of having imported a 23-year-old Italian girl for an immoral purpose, 1 of the importers being sentenced to 2 years in the Federal prison at Atlanta and the other to 1 year and 1 day in the State penitentiary at Jefferson City, Mo.

WRIT OF HABEAS CORPUS.

Only 1 writ was taken out in an immigration case during the year; it was dismissed

WHITE-SLAVE MATTERS.

The cases of 19 prostitutes and 17 procurers were investigated during the year, resulting in the deportation of 4 women and 1 man. In addition to those already deported, warrants of deportation were pending in the cases of the two aliens above-mentioned as having been sentenced to jail terms.

CONTRACT LABOR.

Nineteen cases of suspected violations of the alien contract labor laws were investigated during the year, three of which were pending from the previous fiscal year. Some of the cases involved extensive investigations and numerous aliens; for instance, the investigation in connection with the bringing into the district by various railroads, etc., of hundreds of Mexican laborers. One alien who had entered the United States within one year after his rejection as a contract laborer was deported.

WORK OF MEDICAL OFFICERS.

While the work of the United States Public Health surgeon assigned to duty at this station has been comparatively light in connection with the examination of arriving immigrants, his duties were considerably increased in connection with the examination of all arriving seamen, which is necessary under the immigration act of February 5, 1917. In addition to the inspection of arriving seamen and aliens, the majority of whom were examined on board in the stream or at the office in Philadelphia, the surgeon has charge of the medical treatment of over 200 alien enemies interned in the detention house at this station and other aliens detained here, together with the medical treatment of the soldiers guarding the station.

SMUGGLING OPERATIONS.

Four alleged Chinese smuggling operations in this district came to the attention of this office during the year and were investigated.

CHINESE PREINVESTIGATIONS.

The cases of 64 Chinese who applied for preinvestigation of their status were considered during the year. In 18 of these a return certificate was granted; in 7 the certificate was denied.

INVESTIGATIONS.

A total of 709 investigations were conducted by officers of this district during the fiscal year, as follows: Cases of applicants for entry, 221; after temporary admission, 2; after admission under bond, 20; warrant cases, 248; nunc pro tunc examinations for purposes of naturalization, 140; others, 321. In addition there were 2,528 searches made for the Bureau of Naturalization for records of arrivals. Also 118 searches were made for records of arrivals for other purposes. In Chinese matters the following investigations were conducted: Applicants for admission, 14; preinvestigations, 50; after temporary admission, 3; warrant cases, 4; to determine lawful residence, 25; miscellaneous, 22.

ALIEN ENEMIES.

About 200 alien enemies are interned at this station, and about 30 soldiers are quartered here to guard the premises. Several alien enemies are detained here for the Department of Justice. The detention of these Germans, together with the space required for the detention of other aliens, has taxed to the limit the facilities of the station.

PERSONNEL.

The work of this district has increased considerably owing to new duties arising, particularly in connection with the international situation. This is being done notwithstanding a considerable reduction in force, although the personnel of the district has been taxed to the utmost.

COMMISSIONER OF IMMIGRATION, BALTIMORE, MD., IN CHARGE
OF DISTRICT No. 5, COMPRISING MARYLAND AND DISTRICT OF
COLUMBIA.

APPLICATIONS.

A total of 347 aliens, including seamen and stowaways, arrived at this port during the fiscal year. This, in addition to the 5 cases pending at the beginning of the year, would make a total of 352 applicants for admission, of whom 289 were admitted, 62 were rejected and deported, and 1 alien escaped from detention before examination. As an immigration port of entry Baltimore has suffered from the war in the decrease of arrivals proportionately as much if not more than any other; but that condition has not decreased appreciably the work of the small force attached to this office, inasmuch as new duties have been imposed and new activities undertaken.

In the first two months of the year 170 horsemen's certificates were issued, but there has been no activity in this line since then. In the past 12 months 755 returning horsemen arrived at this port.

DEPORTATIONS (EXPULSIONS).

Investigations were conducted in 39 warrant cases, resulting in the issuance of 35 warrants of arrest, 3 of which were served by other jurisdictions. Six of the warrants of arrest were canceled, and but 13 aliens were actually deported, this condition being due to the impossibility of deporting aliens to European countries. Certain of the aliens against whom warrant proceedings were issued were released on parole and others on bond, which has been the practice since the outbreak of the European war. A warrant was issued for 1 Chinese during the year, but was later canceled because of the alien's deportation by a foreign consul.

The experience gained by officials of Federal and State institutions of the inability of this service to effect any large number of deportations has caused them to be less active in reporting alien public charges.

SEAMEN.

Foreign vessels and vessels arriving from foreign ports to the number of 1,479 were boarded during the year, which was a slight increase over the figures of the preceding year. There were 199 seamen applicants for regular admission, all being allowed to land, and 2,855 were inspected and granted landing for the avowed purpose of reshipping on foreign vessels, a number more than double those granted such privilege in the preceding year. The abnormal number of men leaving their vessels, both in the manner described above and by desertion, may be attributed to several related causes; principally the unusually high wages and bonuses that prevail for those willing to brave the dangers of the submarine zone. Many seamen have also left their vessels for others because of the fear or dislike of encountering the risks attendant upon a voyage through the infested waters, and so shipped on vessels in West Indian and South American trade.

Conditions with regard to obtaining seamen at this port, and probably the same holds true at others have become really distressing to the masters of vessels frequently causing great delay in sailings, but these conditions and embarrassments add greatly to the advantage of the shipping masters, whose profits have been exceedingly increased in the past year. They are compensated highly for each man delivered and signed on through their efforts, so that the inducements to any unscrupulous men of that vocation to persuade sailors to desert their vessels or to take advantage of the seamen's act to obtain their discharge are many and great. Consideration was given during the year to representations tending to indicate that certain shipping agents were using questionable methods to induce arriving seamen to demand to be paid off, or to desert, and it was thought the alleged actions could be deemed to be at least bordering on a conspiracy in restraint of trade; but the evidence obtained, or which we could reasonably hope to secure, was finally considered insufficient in a legal sense.

The 1,850 alien seamen who deserted at this port during the year, nearly double that for the preceding, serve to emphasize the foregoing. There was known to be some proportion of alien seamen, deserters and others—possibly more than in other years—who abandoned their calling and remained ashore, the incentives being the high wages everywhere current for skilled and unskilled labor due to the tremendous diminution of general immigration. Included in the number of deserters were 3 Chinese and 4 Japanese, some of the latter being apprehended later.

The service has, of course, a far firmer grasp on the alien-seamen question under the new immigration act than heretofore existed, and there is every reason to expect that when the new law has been in force a reasonable length of time the desired results in the control of this class of aliens will begin to be apparent. Certain features of the new immigration rule 10, the methods of carrying out the seamen sections of the new law, seem impracticable of exact enforcement except possibly at ports more thoroughly equipped with conveniences than this one. There are some features highly objectionable to the shipping interests, but that can not be avoided, and probably they do not equal the onerous regulations encountered at ports of most other countries during the war. It is thought, however, that the bureau should in time promulgate instructions based upon conferences with the other departments concerned which will remove the sources of misunderstanding arising from the seeming conflict in certain features between the seamen sections of the immigration act and the seamen's act of 1915. One result of such an understanding might be the removal of the possibility of so many alien seamen who have not been regularly admitted to the United States signing on American vessels.

A total of 2,053 Chinese seamen arrived on 126 vessels, all of whom departed from and were checked out except the 3 deserters and a very few granted the transit privilege under bond, given hospital treatment, or who died. The placing of Chinese seamen on the same footing as those of other nationalities or races when they assert an intention to leave their ships and reshipe is a radical innovation in administration, and, together with the removal of the prohibition of shore leave, eliminates a constant source of friction with and complaint from shipping interests. However, the abolition of rule 7 of former Chinese regulations undoubtedly will result in increasing the number of Chinese illegally in this country, as many such seamen will avail themselves in time of the opportunity afforded in obtaining shore leave not to return to their vessels but to remain in this country, even though in so doing they may forfeit considerable amounts of accrued wages.

STOWAWAYS.

Of the 122 alien Stowaways arriving during the year 41 were admitted outright on payment of head tax, 20 as bona fide seamen temporarily in distress, 1 escaped, 59 were deported, and 1 deportation was pending on June 30. The considerable increase in the number of this class of aliens over the former year may be attributed to the distressing economic conditions in the West Indies and the disarrangement of commercial sailings in Europe. Seamen who failed to join their vessels at foreign ports at time of sailings asserted an ability to find berths on other vessels at such ports and stowed away on vessels coming to this country in the expectation of securing employment on ships sailing from our ports. It is confidently thought that when it becomes really known that stowaways have been made an excludable class in the new immigration act, more thorough searchings of vessels prior to sailings for this country will be made and a smaller number of stowaways will arrive.

Preceding our entrance into the war several interesting stowaways were presented for our action, aliens who alleged desertions from the army of one of the warring nations or who escaped from a prison camp.

Seven workaways applied for admission during the year, all being landed.

ESCAPES.

In addition to the 1 escaping stowaway enumerated, 3 Chinese seamen absconded from their vessels, none being apprehended. For such escapes criminal proceedings were undertaken.

FINANCIAL AFFAIRS.

The amount allotted to this district from the immigration appropriation was \$4,000. Even with the exercise of the strictest economy it was found impossible to avoid a deficiency of \$1,682.91. Most of this deficit, however, is chargeable to the extraordinary and unforeseen liabilities incurred in the subsistence and related expense of the crews of three interned German passenger steamers seized upon the declaration of war. Fines were assessed by courts in criminal cases to the amount of \$1,400 and \$200 under libel proceedings.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

But 1 Chinese was arrested during the year; he was discharged. Results in this district, as was commented upon in the preceding year, have been such as to discourage arrests, inasmuch as the customary outcome is the discharge of the defendant as a native-born citizen. Another deterring factor against making arrests has been the inability to advance one or two test cases to a hearing before the circuit court of appeals, from which it is hoped that a reconsideration of a controlling embarrassing decision might result in a holding more in conformity with what the service has been accorded in most other jurisdictions, viz, that when a United States commissioner and the trial judge have been satisfied, in a Chinese deportation case in which citizenship has been advanced as a defense, of the unconvincing character of evidence adduced and of the demeanor of witnesses, and have rendered a verdict accordingly, the appellate court will not overrule such findings and will not again weigh the evidence. This office has some hope of obtaining in time a more favorable construction of the statutes and practice in this regard, and no efforts to that end will be spared.

Six arrest cases were pending at the beginning of the year, 2 of which have been disposed of by the deportation of 1 defendant and the discharge of another, the remaining 4 cases still awaiting trial.

CRIMINAL CASES.

The masters of five vessels were arrested during the year for violation of section 18 of the act of February 20, 1907, in allowing the landing of stowaways, resulting in impositions of fines aggregating \$900. It is anticipated that the punitive sections of the new immigration law pertaining to alien seamen will increase considerably in the next fiscal year this character of prosecutions. An indictment obtained in the preceding year against 2 Chinese on a charge of conspiring to obtain unlawfully a merchant's return certificate finally resulted in their pleading guilty and being convicted and fined \$250 each and costs. So far as this office is advised these are the largest fines yet imposed for this particular offense, and it is thought they will serve as a precedent in this jurisdiction and a wholesome example to others who might contemplate a similar attempt.

CIVIL SUITS.

Two libel proceedings were instituted in the district under section 32 of the new immigration act against certain foreign vessels for permitting the escape of certified diseased alien seamen. These were disposed of by the admission by the masters of the offense charged and a fine of \$100 in each case. In the latter part of the year recommendation was made that suit be instituted against the bondsmen in an obligation requiring the attendance at school of an admitted minor alien, and the disposition of the matter is pending at the close of the year.

WHITE-SLAVE MATTERS.

From an immigration standpoint there is a remarkable and pleasing lack in this jurisdiction of the class of cases coming within this characterization. There are very stringent laws in Maryland and the District of Columbia against pandering, harboring, etc., which are strictly enforced. There is no longer a recognized vice district in either of the large cities in this district.

CONTRACT LABOR.

The two section-24 inspectors attached to this district have been engaged principally on employment and distribution work. Several cases of this nature have been investigated during the year, but they involve nothing of special importance. One resulted in the deportation of 2 Greek brothers to Canada, and another concerned a number of Mexicans who effected surreptitious entry and were found employed in a mining district.

WORK OF THE MEDICAL OFFICERS.

The Public Health surgeon in charge of the medical inspection of arriving aliens reports the examination of 7,694 alien seamen in addition to 218 applicants for entry. The duties imposed under the new law in the examination on ships of all arriving alien seamen have necessitated the detail of two additional medical officers at this port, and as there have been 6,519 arrivals of this class in the two months in which the law has been effective it would appear that approximately 40,000 physical examinations will have to be conducted in a 12-months period.

It was anticipated that the expected assumption of the quarantine station at this port by the Federal Government on July 1, 1917, would facilitate our boarding work, but the municipal authorities have decided, unexpectedly, to retain control of such station and its administration for the time being, presumably for the principal reason that the appropriation intended to compensate the city for its plant has not yet been passed.

SMUGGLING OPERATIONS.

There have been the usual rumors or suspicions that Chinese were to be smuggled into this port on freight vessels from the West Indies, but searches and surveillance, in conjunction with the efforts of the customs officers, have resulted negatively.

An incident analogous to smuggling was the unlawful landing from a Greek vessel of several aliens of that nationality, ostensibly deserting members of the crew and reported as such, but who were in reality inadmissible aliens who had paid their passage. Their later apprehension in New York led to the discovery of the conspiracy to evade our law, and the institution of criminal action against the master, who finally pleaded guilty to an amended complaint and was fined. The indications were that this project was to be repeated on subsequent trips of this master to this country, so that the discovery and frustration of the plan shortly after its inception was a matter of congratulation.

CHINESE PREINVESTIGATION MATTERS.

Application of Chinese for preinvestigation of status or for passports to the number of 14 arose during the year. This is a decrease from the former years and probably is due to several well-defined causes, a principal one being the disturbed political and economic conditions in the Orient, which tends to discourage visits. Another is the more thorough system devised for investigation of merchants' applications.

INVESTIGATIONS.

In Chinese matters, additional to the above, investigations were made concerning 9 applicants for admission at Pacific ports and as to 12 persons who had been admitted previously at such ports. Other investigations, aside from Chinese, which were recorded were: To provide a basis for naturalization petitions, 32; on inquiries from other ports or jurisdictions, 39. There were furnished 2,503 verifications of landing of 2,763 requested, all but a small percentage being for naturalization purposes. Numerous informal and unrecorded investigations were made in the course of daily business, such as to determine lawfulness of domicile of Chinese, etc.

PERSONNEL.

War emergency measures and the new immigration act have entailed many additional duties upon the entire force, making for longer hours and self-sacrifice. It affords me pleasure to report that they have been performed efficiently and with a spirit of cheerfulness and willingness to "do our bit" for our country during the war.

INSPECTOR IN CHARGE, DISTRICT NO. 6, COMPRISING VIRGINIA AND NORTH CAROLINA, WITH HEADQUARTERS AT NORFOLK.

APPLICATIONS.

During the year 1,460 aliens applied for admission, 1,373 of whom were admitted and 87 deported. By referring to last year's report it is noted that there were but 584 applications for admission, which would make an increase in the present year of about 250 per cent. This is accounted for primarily by seamen coming from Europe and desiring not to return thereto on account of danger to their lives. Four Japanese applied for admission and were rejected under the passport provisions of the old immigration law.

At Newport News there were 7,237 certificates issued to horsemen. This work, much of which is performed before and after the usual office hours, takes up a great deal of time.

The arrival of foreign vessels at Norfolk and Newport News this year shows a considerable increase over those of last year, the total for Norfolk during the year being 2,287 ships, while the total for Newport News was 1,485. There has been an unbroken record of yearly increase in arrivals of such vessels in this district for the past 11 years.

DEPORTATIONS.

Of the 35 warrants issued during the year, 25 warrants were served and were disposed of as follows: Canceled, 10; executed (aliens deported), 15.

SEAMEN.

Of the total of 1,460 applications for entry 1,075 were seamen relinquishing their vocation. The business of handling seamen this year, like last year, is the bulk of our work.

The number of seamen inspected and granted landing for the purpose of reshipping was 1,311 for Norfolk and approximately 900 for Newport News. This does not include any of the seamen applying for admission. The number of deserting seamen is considerably larger this year than last, there being a total for the district of 1,176, while last year there were but 660.

There were in the neighborhood of 10,000 Chinese seamen who arrived in this district on 365 steamers, without the escape of a single one. It is noted there is considerable increase in the number of ships carrying Chinese, another result of war conditions which have brought about a scarcity of European seamen.

STOWAWAYS.

The number of stowaways arriving in this district during the past fiscal year has been considerably greater than in the previous year, there being 101 this year, whereas the 1916 report shows but 73.

FINANCIAL AFFAIRS.

The amount allotted for this district was \$5,400, while \$8,324.68 was spent, thus creating a deficit of \$2,924.68—accounted for largely by the cost of maintaining alien enemies and guard hire for same. The total fines assessed during the year amounted to \$2,300. Collections for violations of section 18 of the act of February 20, 1907, amounted to \$1,000.

WRITS OF HABEAS CORPUS.

Seven writs in habeas corpus proceedings were sued out during the past year, it afterwards being made clear to the court that the granting of said writs was premature. The cases were held in abeyance and the department continued its investigations at the point where it was stopped by the issuance of writs. The result was that the department canceled four of the warrants and ordered three deported. The cases were all of Greeks connected with operating a hotel where girls were given refuge and prostitution was practiced for the benefit of the owners. It is understood that the three cases ordered by the department to be deported will come before the district court on writs already granted but which have not yet been heard.

CHINESE PREINVESTIGATION MATTERS.

During the year 5 applications were made by Chinese for return certificates, all of which were granted except one, that of a student, which was denied and no appeal was taken.

INVESTIGATIONS.

The following investigations were conducted in this jurisdiction during the year: Cases of applicants for entry at other ports, 8; after admission on bond, 2; warrant cases, 56; naturalization matters, 91; alien enemy investigations, 14; investigations in cattlemen's cases, 165. A number of other investigations were made which, because of their character or the informal manner in which they were conducted, were not listed. The investigations concerning horsemen necessitated the writing of a great many letters, many appealing inquiries having been received which created a great deal of additional work. All inquiries were carefully looked into and appropriate replies made.

The work attendant upon the taking over of the crews of vessels of alien enemies was considerable, entailing many investigations, hearings, etc., on which much overtime work was required.

The assistance rendered to the Department of Justice is another item that makes demand upon the time of this office to some considerable extent. With our organization, which has been in existence for a number of years, the office is in a position to supply valuable information with reference to cases of alien enemies—a deep interest being taken therein—having as the aim that none who are hostile to the United States may escape.

PERSONNEL.

With the work increased in the neighborhood of 200 per cent in all branches there has been no corresponding increase in clerical help. For this reason the one clerk in this district is unable to accomplish the work, and he should receive assistance at the earliest possible moment. It must be realized, of course, that the new immigration act adds very heavily to the duties of this office, and more help will be required to carry out the law. The examination, of seamen especially, at this time is very important, and sufficient help should be furnished to do the work.

The disposition of the force here, especially those assigned to specific work, has been to perform cheerfully each and every duty given him.

INSPECTOR IN CHARGE DISTRICT NO. 7, COMPRISING SOUTH CAROLINA, GEORGIA, FLORIDA, AND ALABAMA, WITH HEADQUARTERS AT JACKSONVILLE, FLA.

APPLICATIONS.

Aliens to the number of 15,200 applied for admission through this district during the year, of whom 15,109 were admitted, 89 deported, and the cases of 2 remain pending at the close of the year. The applicants included 14 Japanese, all of whom were admitted. There was an increase in arrivals over the preceding year of about 50 per cent.

DEPORTATIONS (EXPULSIONS).

The cases of 56 aliens were considered under warrant procedure, of which 47 were investigated. Warrants were applied for and issued in 43 of these. Deportation was effected in 26 cases and warrants canceled in 3, while 7 were pending at the close of the year.

SEAMEN.

There were 147 applications for admission by alien seamen, with 13 rejections and 1 escape, in addition to 390 desertions.

STOWAWAYS.

Stowaways to the number of 88 reached this district. Of these 48 were admitted, 39 deported, and 1 escaped.

FINANCIAL AFFAIRS.

The allotment from the immigration appropriation for this district was \$3,500. Disbursements reached the total of \$5,945.97, creating a deficit of \$2,445.97.

Fines to the total of \$1,080 were assessed in this district during the year.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Two cases of this kind were pending from the previous year and 1 new case was instituted during the year, making a total of 3 cases handled. In one of these the Chinese was deported, in another the Chinese was discharged, while the third case remained open at the end of the year.

WHITE-SLAVE MATTERS.

Three alien women were denied admission by boards of special inquiry and 1 was expelled from the country under warrant proceedings on the ground of immorality. Consideration was given the cases of 3 aliens who had brought in or sought to bring in women for an immoral purpose, with the result that 1 was rejected at the port and 2 expelled under warrant. During the year investigations under this heading were made in several cases in which sufficient evidence could not be obtained to provide a basis for requests for warrants and to justify prosecutions. This office knows of no definite steps being taken by State authorities in district No. 7 for the betterment of conditions in white-slave matters. It is known that municipal officials in many of the larger cities of the district have succeeded in abolishing immoral conditions, and in other cities restrictions have been thrown around those within the segregated districts to such an extent that many immoral resorts have been abandoned. Investigations were made in this district during the year as the result of rumors reaching the officers

to the effect that immoral women from Cuba were being introduced into this country by white-slave operators. It developed, however, that instead of immoral women entering from Cuba such women actually were leaving the United States for Cuba.

CONTRACT LABORERS.

During the fiscal year ended June 30, 1917, numbers of Spanish aliens have entered this country through this district, coming mainly from Habana, Cuba, through the ports of Key West and Tampa and destined to points in the western portions of the United States, especially Arizona and California. These aliens were laborers, many of them claiming prior residence in the United States and giving their occupation, among other laboring pursuits, as miners. The unusual number of aliens of this character led to the belief that possibly they were coming in violation of the alien contract labor law. They were carefully examined with the object of determining whether or not they were coming to accept employment offered or promised them in advance of their embarkation at foreign ports. In only a few instances could confessions be obtained from such aliens upon which they could be excluded as contract laborers.

WORK OF MEDICAL OFFICERS.

The services rendered by the several medical officers within the district during the past year have been satisfactory, and those officers have responded cheerfully to the calls of the service at all times.

SMUGGLING OPERATIONS.

There appears to have been only one attempt disclosed during the year where an alien may have been smuggled into the United States within this district. This particular case is being carefully investigated, and, if evidence is obtained corroborating the information already secured, a prosecution will follow.

Rumors to the effect that Chinese were being smuggled into the United States through Key West, Tampa, Miami, and possibly other points on the east and west coasts of Florida from Habana, Cuba, have been carefully investigated, and up to the close of the fiscal year it was not definitely determined that there was any foundation in fact for such rumors. It should be pointed out, however, that large numbers of Chinese transits (coolie laborers) have passed through and out of the United States to Habana, and it is confidently believed that many of these Chinese would gladly avail themselves of any opportunity to return to the United States. Recent developments, which might more properly be referred to in the next annual report, have disclosed the fact that Chinese have been smuggled into Key West and that there is now in existence a conspiracy of some proportions entered into for the purpose of smuggling Chinese into this country from Habana, Cuba. Every possible effort is being made to identify the parties connected with the conspiracy, and it is believed that any further attempt to smuggle Chinese through Key West will be promptly detected by the officers of this service.

CHINESE PREINVESTIGATIONS.

The cases of 4 Chinese were preinvestigated, with the result that a return certificate as a laborer was granted 1 and a return certificate as a merchant granted another, a certificate was denied in the case of a third, and 1 case remains pending.

STATION AND EQUIPMENT.

There is only one immigrant station in this district. This is located at Charleston, S. C. It is occupied by a watchman as caretaker. It never has been used by the service, and, as there is no prospect of Charleston becoming an important port of entry for immigrants generally, it is doubtful if the station ever will be useful to the service. It is therefore hoped that the bureau will be able to transfer it to some other department of the Government service that may be able to use it to advantage. The inspector in charge at Charleston reports that the roof of the building should be repaired.

PERSONNEL.

The services of the various officers and employees in this district during the year have been very satisfactory and the relations existing between the headquarters of the district and the various supports, as well as between the individual officers and employees, as far as this office is aware, have been cordial and harmonious. To these officers and employees is due the credit for the results accomplished.

COMMISSIONER OF IMMIGRATION, NEW ORLEANS, IN CHARGE OF DISTRICT NO. 8, COMPRISING LOUISIANA, MISSISSIPPI, ARKANSAS, AND TENNESSEE.

APPLICATIONS.

A total of 5,105 aliens applied for admission during the year, of whom 5,005 were admitted and 100 deported. United States citizens were admitted to the number of 7,068. Five Chinese were admitted at this port, 52 were admitted in transit, and 1,463 landed at other ports passed out at New Orleans. During the year 3 Japanese applied for admission at New Orleans, all of whom were admitted.

From the above figures it will be noted there has been an increase of about 8 per cent in arrivals as compared with the number of applications during the previous year.

There has been a decided increase in the amount of work in connection with applications for admission over the previous fiscal year. The outstanding features are the greater number of aliens who applied for admission, number held for boards of special inquiry, and number of Chinese transits departing at this port.

DEPORTATIONS (EXPULSIONS).

During the year 74 warrant cases were considered and investigated, with the following results: Warrants applied for, 46; warrants issued, 44; warrants served, 34; warrants canceled, 13; warrants executed (aliens deported), 10; warrant procedure resorted to in cases of alien enemies, 3. Six Chinese cases were considered, in each of which a warrant of arrest was issued, but was not yet served at the close of the year. An increase of more than 100 per cent in warrant cases over the previous fiscal year is indicated by the above.

SEAMEN.

Applications for entry were made by 123 seamen, 29 of whom were admitted and 94 rejected. During the year 464 seamen were reported to have deserted. Chinese seamen to the number of 2,418 arrived, while 2,445 Chinese seamen departed, the excess of departures over arrivals being accounted for by the fact that a number of Chinese seamen were in port at the close of the previous fiscal year. Japanese seamen to the number of 124 arrived and departed at this port.

There is a considerable amount of work at this port in connection with alien seamen. An average of about 6,000 arrive monthly. Besides the regular passenger vessels there are a large number of freight vessels, as this port ranks very high in the number of steamships arriving and departing. It is believed that New Orleans ranks second only to New York in exports. Under the new immigration law and considering the fact that the inspection force here is very small, it will be realized that there is a great quantity of work for the inspectors to perform.

STOWAWAYS.

A total of 47 stowaways were apprehended at this port during the year, 19 of whom were admitted and 28 deported.

ESCAPES (EXCLUSIVE OF SEAMEN).

One alien escaped from a vessel, 1 escaped from the immigration station, and 1 Chinese transit escaped from the Southern Pacific officials.

FINANCIAL AFFAIRS.

The total amount allotted this district by the bureau was \$4,000, while the total disbursements approximate \$6,826. Administrative fines to the amount of \$1,360 were assessed, while fines were assessed in court cases to the total of \$200.

It is impossible at this time to state the exact amount of disbursements under the allotment system. As soon as this account is closed up, a supplemental report will be sent to the bureau. The estimate for equipment for the next fiscal year (\$40,000) is intended to cover an appropriation for that amount to rebuild the wharf at this station, which was destroyed by fire on June 5, 1917.

There were two quasi-criminal prosecutions during the year, which resulted in fines being assessed by the courts. One fine of \$100 was paid by the master of a vessel for not preventing the escape of an alien from said vessel, and another of \$100 was paid by a captain for discharging an alien from his vessel without reference of the case to the Immigration Service.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONER AND COURTS.

Four cases were pending from last year, while 2 cases arose during the period covered by this report. In 1 of these the defendant was discharged, in 2 appeals were taken, which, together with the remaining 3, are pending.

WRITS OF HABEAS CORPUS.

Thirteen cases in which writs of habeas corpus had been sued out pending from previous years were disposed of by the release of the aliens in 6 instances and the dismissal of the writs in 7. These writs of habeas corpus all have reference to Chinese who were arrested and charged with being unlawfully in the United States.

WHITE-SLAVE MATTERS.

Several cases of this nature were investigated and warrant proceedings instituted; others appeared before boards of special inquiry. One case involving a criminal prosecution is pending at Memphis, Tenn.

WORK OF THE MEDICAL OFFICERS.

The work which the medical officers have been called upon to perform has been greatly increased by the operation of the immigration act of February 5, 1917, which requires a much stricter examination of alien seamen. Some steps should be taken to remedy conditions at this port in regard to medical inspection. There is only 1 medical examiner assigned to immigration matters and there is entirely too much for him to do at this port for him to accomplish same satisfactorily. This may be realized when it is considered that the port of New Orleans is about 15 miles in length and ships are continuously arriving and docking at various places widely separated along this river front. Some measures should therefore be adopted to correct present conditions. One suggestion has been made, viz, that the Public Health surgeons stationed at Quarantine, La., conduct a portion or all of the medical examinations of arriving alien seamen. It is understood that this is the practice at other ports, such as Mobile, Ala.

SMUGGLING OPERATIONS.

No conspiracy cases having to do with smuggling operations have been found in this district during the year. Numerous investigations were made in regard to this matter, however, and a continual lookout is being kept here, as well as at Gulfport and Passagoula, Miss. The inspector at Gulfport occasionally makes trips along the coast in this connection. It is believed that Chinese occasionally enter this country surreptitiously from Cuba, although no such cases have been located.

CHINESE PREINVESTIGATIONS.

Cases to the number of 25 were considered which involved the preinvestigation of status of Chinese seeking to depart with the intention of returning to the United States. In 22 of these the return certificate was granted and in 3 the certificate was denied. In 2 of the cases where the certificate was denied an appeal was taken, and these, together with 5 others, were pending at the close of the year. Cases of this character require considerable care and attention.

INVESTIGATIONS.

The following investigations were conducted by the officers of this district: Cases of applicants for entry, 6; after temporary admission and admission under bond, 7; warrant cases, 105; naturalization matters, 211; others, 31; alien enemies, 14; Chinese, applicants for admission, 13; Chinese preinvestigations, 25; other Chinese cases, including warrant matters, 17.

PERSONNEL.

It is with much pleasure that I am able to state that the officers and employees of this district have been very efficient in the performance of their duties.

INSPECTOR IN CHARGE, DISTRICT NO. 9, COMPRISING SO MUCH OF TEXAS AS IS CONTIGUOUS TO GALVESTON.

APPLICATIONS.

Cases to the total of 350, including 1 pending from the previous year, were considered during the period covered by this report. Of the 350 aliens involved 341 were admitted, 8 deported, and 1 case remained pending at the close of the year. It will be noted from the foregoing there was but little immigration through ports in this district during the year. But few passenger-carrying vessels arrived during the time indicated, most of those arriving being engaged exclusively in carrying freight. It is probable, too, that the comparatively few trans-Atlantic aliens who migrate to the United States under existing conditions prefer the shorter and more direct routes and therefore seek admission at eastern seaports. The total number of arrivals during the entire year, including American citizens and nonstatistical aliens, was only 1,842.

DEPORTATIONS (EXPULSIONS).

Cases considered during the year, including 45 pending from the previous year, numbered 205. One hundred and thirty-five of these were investigated, the following results being obtained: Warrants applied for, 21; warrants issued, 21; warrants served, 26, 5 of which involved aliens for whom warrants had been issued during the previous year but not yet served at the close of that year; warrants canceled, 12; warrants referred to other districts, 2; warrants executed (aliens deported), 23; warrants of arrest and deportation pending, 62. Of the 12 warrants of arrest canceled 2 were upon the recommendation of this office, both aliens being permitted to remain in the United States; the period in which deportation could not be effected expired in 7 cases; 1 alien voluntarily left the country; 1 alien seaman reshipped foreign; and in 1 case American citizenship was proved.

SEAMEN.

Alien seamen to the number of 59 applied for admission, all of whom were admitted except 2. The records show that 554 seamen deserted from vessels arriving at this port, 5 of whom were Japanese. During the year 1,386 foreign vessels and American vessels from foreign ports arrived in this district. These vessels carried 44,320 persons as members of crews, of whom 1,629 were Chinese. This is an increase over the previous year, during which period 1,206 vessels arrived with 38,106 seamen. Permits were issued to 1,296 seamen to be discharged to reship foreign. All vessels are being inspected under the provisions of rule 29, and, with the exception of some of the sub-ports, alien seamen are being medically examined as provided in subdivision 4 of rule 10.

STOWAWAYS.

Stowaways to the total of 24 were apprehended during the year, 20 of whom were admitted and 4 deported.

ESCAPES (EXCLUSIVE OF SEAMEN).

During the year 6 aliens succeeded in escaping. Three were stowaways excluded at Mobile because afflicted with trachoma. These effected 3 separate escapes, once from the vessel and twice from the jail where they had been placed for safe-keeping. Department warrants were issued for all 3, and 1 was apprehended and deported while the other 2 remain at large. The remaining 3 were also stowaways, 2 of whom escaped from the vessels, the third having disappeared upon being granted shore leave. One of those escaping from the vessel was apprehended and subsequently released on his own recognizance.

FINANCIAL AFFAIRS.

The total amount allotted by the bureau to cover the expenses of this district for the year was \$10,500, while the disbursements amounted to \$10,278.02. Fines to the sum of \$150 were assessed.

WHITE-SLAVE MATTERS.

So far as is known there were no attempts during the year to import women or girls through ports in this district for immoral purposes. Investigations were conducted in 15 cases of persons belonging to the sexually immoral classes. Four of these persons

were prosecuted by the Department of Justice under the Mann Act, convicted, and are now serving sentences imposed by the Federal court. Warrant proceedings were instituted in all 4 cases and the aliens ordered deported. In another case of a prostitute the warrant of arrest was obtained by this office but transferred to another district for service. It is understood the alien was ordered deported and her pimp sentenced to serve two years in the Federal penitentiary at Leavenworth, Kans., and that deportation proceedings have been instituted against him. This office has under investigation the case of a female alien who, it is alleged, was brought to the United States by her uncle for an immoral purpose. A warrant was obtained for the woman, but it is being held in abeyance pending the possible prosecution of the uncle and also deportation proceedings in his case. One prostitute was deported and 4 warrants issued for aliens of the sexually immoral classes are now pending, the present whereabouts of the alien being unknown in each instance. One warrant was referred to another district for service, and the data collected in an investigation were referred to another district for appropriate action. Four investigations were conducted at the request of other districts.

CONTRACT LABOR.

There were only 2 alleged violations of the alien contract labor law brought to the attention of this office during the year, 1 originating on the Canadian border and the other on the Mexican border.

WORK OF THE MEDICAL OFFICERS.

The work of the medical examiners has been very satisfactory in every way. They are competent and willing and exercise the greatest care to prevent the admission of diseased aliens.

CHINESE PREINVESTIGATIONS.

One Chinese case was preinvestigated, with the result that the return certificate sought was granted.

INVESTIGATIONS.

The following investigations were conducted: Cases of applicants for entry, 14; after temporary admission and admission under bond, 6; warrant cases, 135; naturalization matters, 16; others, 61. Investigations in Chinese cases were made in 13 instances.

PERSONNEL.

The relations existing among all the officers of this district, as well as with officials of other branches of the Government service, have been most harmonious. This is very gratifying, as effective work could not have been done under other conditions. It is hoped that a satisfactory plan will be worked out for the promotion of deserving employees. The small 5 and 10 per cent increase effective July 1 will be appreciated by all beneficiaries, but it is not commensurate with the constantly increasing cost of living, and, in many instances, with the duties performed.

COMMISSIONER OF IMMIGRATION, SAN JUAN, P. R., IN CHARGE OF DISTRICT NO. 21, COMPRISING PORTO RICO.

APPLICATIONS.

Aliens to the number of 3,811 arrived during the year, of whom 3,767 were admitted, 23 deported, and 13 granted the privilege of transshipment, while one died before examination, 1 escaped, and the cases of 6 were pending at the close of the year, including 1 in which hospital treatment had been granted. Deportation of 3 aliens occurred whose cases were pending from the previous year. This is exclusive of 10 alien enemies whose cases are reported under the heading "Alien enemies." Of the 3,767 admitted, 3,297 left for foreign ports, making the net gain of alien population only 470. This is about 10 per cent more than arrived during the fiscal year 1916. During the year 4,663 United States citizens arrived and were admitted, while 6,246 United States citizens departed.

DEPORTATIONS (EXPULSIONS).

Warrants were applied for and issued in 8 cases. In 5 of these deportation was effected, while the warrant was canceled in 2 cases and 1 case remained pending at the end of the year.

DETENTION QUARTERS.

The Government has no detention station at this port. When necessary aliens are detained under guard by the steamship companies at the Hotel Cataluna and other hotels, upon approval by the commissioner of immigration. This method of detention has been in operation for the past four years and has worked satisfactorily, only 1 alien having escaped during that period. At the smaller ports in the district the steamship companies detain the aliens under the direction of the immigrant inspector in charge of the port.

SEAMEN.

During the fiscal year 19 alien seamen were reported as deserters, none of whom were apprehended. It is not believed any of these seamen remained in Porto Rico, but that they shipped out at the first opportunity. Sixty-nine alien seamen applied for admission at Porto Rican ports, of whom 59 were admitted and 10 excluded. Hospital treatment was permitted in the cases of 18 alien seamen at the request of the respective steamship companies. Seventeen of these seamen departed, while the case of 1 was pending at the close of the year.

STOWAWAYS.

Six stowaways arrived during the year, of whom 3 were admitted and 3 deported.

FINES.

Fines to the total of \$650 were assessed under the old law, which covered 35 violations of sections 12, 13, and 14 (\$350), and 3 violations of section 9 (\$300). Of this assessment \$650, together with \$670 involved in cases pending at the close of the previous fiscal year, or a total of \$1,320, was covered into the Treasury within the past year. Six fines in the amount of \$60 for improper manifesting, assessed under the new law, are still pending.

ALIEN CERTIFICATES ISSUED.

Alien certificates (Form 546) covering 1,197 aliens proceeding to the mainland were issued. Since the passage of the new act the original reason for issuing these certificates no longer exists. They are still used, however, in order to show when the alien arrived in Porto Rico.

VESSELS BOARDED.

Vessels to the number of 1,008 were boarded in the interest of the Immigration Service in this district during the year.

CONTRACT LABORERS.

A number of aliens were detained as suspected contract laborers. Sufficient evidence to exclude, however, could be obtained in the cases of only 4, who were deported.

MEDICAL EXAMINATIONS.

The medical examiners at the principal ports have rendered satisfactory services, and at only one of the minor ports is a change of practice found advisable.

WHITE-SLAVE MATTERS.

Reports were made by this office to the United States attorney for his information and action in the case of 1 Porto Rican who, it was thought, had violated the white-slave act. So far as this office is advised, no action was taken by the United States attorney in the case.

ALIEN ENEMIES.

Officers and crew men of German merchant vessels in Porto Rican waters at the outbreak of war between this country and Germany numbered 28, all of whom were duly taken into custody pursuant to the President's proclamation of April 6, 1917, and transferred to Ellis Island. Three alien enemy seamen who arrived under assumed nationality were duly apprehended and placed in proper custody. This office also had before it the cases of 3 alien enemies who arrived as passengers, 2 of whom were permitted to proceed to mainland United States while the case of the third was pending at the end of the year. Applications for permission to depart were made by 16 alien enemies, 7 of which were granted, 8 denied, and 1 remained pending when the year ended.

PERSONNEL.

Too much can not be said on behalf of the personnel in this district. Each employee has done his duty well, and the immigrant inspectors have done more than could have been expected of them, as there is never a day when they are not required to work overtime. While of course they must feel that the Government should lighten their burden by increasing the force, they have always willingly and cheerfully worked overtime like the loyal officers they are.

COMMISSIONER OF IMMIGRATION, SAN FRANCISCO, IN CHARGE OF
DISTRICT No. 18, COMPRISING NORTHERN CALIFORNIA AND NEVADA
AND THE ANGEL ISLAND IMMIGRATION STATION.

With immigration somewhat below normal, the first five months of the year were passed without any unusual occurrences worthy of special comment; but in the latter part of the year the work was greatly increased by the following three events:

(1) The period of comparative quietness which characterized the first few months was followed in December, 1916, by sensational disclosures implicating a number of the officers and employees of this service, as well as a number of outside persons, in a widespread and carefully planned conspiracy to secure the illegal landing of Chinese in this country. Numerous means were employed, including remarkably clever substitutions of photographs, alteration of testimony, concealing references to related cases in which damaging testimony appeared, and probably many other equally shrewd devices which have not yet been brought to light. It became evident in the early stages of the investigation that the conspiracy was too widespread, too well organized, and too powerful and influential for the local office, burdened with a multitude of other details, to hope for a successful consummation of its efforts unassisted, especially as suspicion ran riot throughout the station and no one knew how far his fellow employees could be trusted. A superficial investigation, while it might result in the dismissal of a few underlings, could only cloud the issue and allow the real master minds behind the whole conspiracy to escape unharmed, only again to contaminate and corrupt the service as soon as opportunity offered. Obviously a trained investigator was needed, superior in intelligence to the admittedly shrewd and capable men behind the conspiracy, incorruptible by either money or influence, absolutely just, and with the power and entire confidence of the department behind him, so that his work would not be hampered by failure or delay in carrying out his recommendations. With this end in view this office requested that an officer from the department proper be assigned to the task. Although the investigation is far from being complete, 14 employees have already been summarily dismissed, and even the old employees, who are more or less accustomed to such rumors, are astounded by the gigantic system of graft which apparently took root many years ago and which has grown and extended its tentacles in every direction.

(2) The next period began with the entrance of the United States into the European war in April, 1917, and is characterized by extreme activity, due in part to the selection of San Francisco as a detention camp for seamen employed on board German steamers interned on the Pacific coast or at the various insular possessions of the United States in the Pacific. Our limited detention facilities, barely adequate for the detention of arriving aliens under normal conditions, were augmented by the addition of 56 beds in the male detention quarters, while the rooms on the second floor of the administration building, formerly reserved for the accommodation of first-class passengers, together with one room previously used by Japanese females, have been utilized as a dormitory for the officers of the various interned German vessels; but even with these expedients the congestion is unprecedented.

(3) The third and last began with the date the new immigration act became effective, May 1, 1917, and while it is too early to comment intelligently on the various and in some instances somewhat radical provisions contained therein, it is safe to assume that it will exercise a marked influence in certain respects. From the foregoing it is apparent that bare statistical figures do not convey an adequate impression of the work and the results accomplished at this station during the past year, and this should be borne in mind when considering the following detailed statement of the number and disposition of alien arrivals.

APPLICATIONS.

There were 184 cases pending from the previous year, including 173 Chinese and 7 Japanese. New applications are 3,558 Chinese, 4,218 Japanese, 4,708 other races, or a total of 12,484. These were disposed of as follows: Chinese admitted, 3,195; Japanese admitted, 4,188; aliens of other races admitted, 4,642. Deportations occurred in the cases of 233 Chinese, 30 Japanese, and 47 persons of other races, while 333 cases remained pending at the close of the year, 303 of which were Chinese, 7 Japanese, and 23 aliens of other races. The above figures, while showing a slight decrease in immigration, conform closely to those of the previous year, the Japanese arrivals still predominating, with the Chinese a close second.

DEPORTATIONS (EXPULSIONS).

Consideration was given 127 warrant cases, 105 of which required investigation. This resulted in the execution of 100 warrants of deportation, a number of which were pending from the previous year. In view of the inability to effect deportation to certain of the countries involved in the European war, the number of arrests has been limited to the most flagrant cases, but such cases have been handled in a most thorough manner, as shown by the results secured, viz, 100 deportations, although only 127 new cases were considered.

SEAMEN.

During the past year 1 Chinese seaman and 14 Japanese seamen escaped from vessels at this port, none of whom was apprehended. This is considered an excellent record, especially as to Chinese, in view of the fact that a total of 5,314 Chinese seamen were checked in and out of this port during the period mentioned.

STOWAWAYS.

A total of 52 stowaways were apprehended, of whom 18 were Chinese, 2 Japanese, and 32 aliens of other races. Of these, 23 were admitted, 25 deported, 1 escaped, and the case of 1 was pending at the close of the year. The small number of stowaways reflect a constant vigilance exercised by this office in continuing the practice of searching every oriental steamer carrying a Chinese crew. It is not expected that any considerable number of stowaways will be apprehended in the future, but a continuance of the practice is justified, as doubtless it will serve to discourage attempts to secure surreptitious entry in this manner.

ESCAPES.

During the year only 2 aliens, other than seamen, escaped.

FINANCIAL AFFAIRS.

The total allotment for the expenses of this jurisdiction during the past year was \$42,000, while the expenses amounted to \$47,425.25, leaving a deficit of \$5,425.25. However, \$5,165.37 of the deficit represents expenses incurred in connection with the detention of interned German seamen and therefore can not be properly considered as a part of the ordinary operation expenses of the station. Fines to the total of 34 were assessed.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Eight cases of this character were pending from the previous year, and 4 new cases arose. In 3 of these deportation was finally ordered, in 2 the defendants were discharged, while 7 remained pending.

CIVIL SUITS.

Only 1 action of this nature was brought, and it remains pending. It is on a bond unrefreshed to insure the Government against an alien becoming a public charge, the bondsman having failed to fulfill the condition that they make certain reports respecting the alien.

CRIMINAL CASES.

There were 7 criminal cases pending from the previous year, and 8 new cases arose during the past fiscal year. In 4 of these the defendants were dismissed, while 11 cases remain pending. A Frenchman brought his wife from France to New York in 1916 and a few days afterwards brought her to San Francisco, where he and 6 others shortly caused her to become a prostitute. He was indicted under the white-slave-traffic act, and he and the others were indicted for conspiracy to keep, maintain, control, employ, and harbor her in a house of prostitution in pursuance of her illegal occupation, in violation of section 3 of the act of 1907 as amended by the act of 1910. Developments during the trial on the white-slavery charge, which resulted in his acquittal, caused the United States attorney to reach the conclusion that the conspiracy case would probably fail because of insufficient evidence to show that the husband brought the woman to this country for the purpose of prostitution. The conspiracy charge was therefore dismissed without coming to trial. The case of a defendant indicted for bringing a married woman into the United States from Mexico, where he had gone with her temporarily for a few hours, for the purpose of prostitution, was also dismissed without coming to trial, the Government feeling that it was unable to establish that she was an alien, although she had been landed as such a number of years previously, before her marriage, attempts to ascertain the citizenship of the husband having failed. The remaining one of the cases referred to as having been dismissed arose from the discovery of an attempt made one night by a Japanese to land 5 Japanese stowaways from a vessel surreptitiously by means of swimming. The men were on a barge alongside of the ship with their clothing strapped to their backs and about to take to the water when apprehended. Soon after indictment the defendant escaped from custody and since has eluded capture, there being very little hope of his apprehension. In 4 of the new cases undisposed of the defendants are charged, either alone or as conspirators, with violations of section 3 of the immigration act of 1907, as amended by the act of 1910, in securing the landing of Chinese girls for the purpose of prostitution and afterwards making prostitutes of them. In another pending case a Chinese applicant for a merchant's return certificate and his witnesses, 2 of them white men, are charged under section 37 of the United States penal code with conspiracy to defraud the Government, it having been discovered that the alleged merchant was in fact a laborer. Unquestionably more criminal cases would have been disposed of and a considerable number of additional prosecutions begun during the year had it not been for the constantly crowded condition of the court calendar, the great stress of work in the United States attorney's office, and the disinclination of the United States attorney to have the Government incur the heavy expense incident to the bringing here of witnesses from the East.

WRITS OF HABEAS CORPUS.

There were 38 cases involving writs of habeas corpus pending from the previous year, while 44 new writs were sued out during the past fiscal year. Thirty of these were disposed of favorably to the Government, 21 unfavorably to the Government, and 31 remained pending before the various courts. It should be explained that of the 21 cases disposed of unfavorably to the Government 2 were the Hindu cases of *Healy v. Backus* and *Marshall v. Backus*, in which the Government confessed error before the Supreme Court, and 14 were cases involving the same questions, the proceedings in which had been held in abeyance pending final outcome of the 2 cases above named. As in the 3 preceding years the cases coming under this heading have been not only numerous but in the main hard fought, the petitioners being represented by experienced, able, and resourceful attorneys.

WHITE-SLAVE MATTERS.

White-slave work in this district is handicapped by the abolition of restricted districts in this vicinity, and immoral women are now scattered throughout the country in hotels, cafés, and even in the residential districts, so that it is very difficult to establish their status. Of the few cases of this character arising in this district during the past year, only 1 is worthy of particular comment; namely, the case of

Bertha Husson, a young French girl of the peasant class, who, after being inveigled into marriage, was brought to this country and immediately placed in a disreputable house. The effort to prosecute her importer unfortunately failed, and, although she was a willing witness against him, the case was brought before the Federal court and dismissed, and he escaped with no penalty other than deportation. The commendable attitude of the department in its efforts to uplift and improve the conditions of these unfortunate women is emphasized by the fact that, instead of deporting the woman, she was granted parole to a philanthropic association which secured suitable employment for her, and there is every reason to believe she will henceforth lead an honest, useful, and moral life.

CONTRACT LABOR.

A number of cases under this heading were investigated, but in only 1 instance was it shown that the alien-contract labor law had been violated, and in that case an order of deportation was issued. Several other cases are under consideration, but it is doubtful whether it will be possible to secure sufficient evidence to warrant taking any action toward the deportation of the aliens involved.

SMUGGLING OPERATIONS.

As predicted in the previous report, the decrease in the number of Chinese transits destined to Mexican points was followed by a period of inactivity, so far as smuggling is concerned, and there has been practically no work of this character since the early part of 1916. The majority of Chinese transits are now destined to Cuba, and in view of past experience at this port it appears possible that the smugglers are transferring the base of their operations to the eastern or southern seaboard.

CHINESE PREINVESTIGATIONS.

A total of 692 Chinese preinvestigation cases were considered during the year, with the result that in 635 cases the return certificates were granted and in 57 cases the certificates were denied. Other than native born, the applications for return certificates totaled practically the same as the previous year. The small number of applications of this class is attributed entirely to the practice, prior to May 1, 1917, of allowing such persons to depart on passports secured through the State Department, and does not indicate any decrease in the number of departures.

INVESTIGATIONS.

Investigations were made by this office in the following listed cases: Cases of applicants for entry at other ports, 59; cases of applicants for return certificates at other ports, 10; after temporary admission, 191; after admission on bond, 14; to determine lawful residence, 41; ad interim investigations (prior to arrival of applicants), 381; applicants for duplicate certificates of residence, 11; applicants for duplicate certificates of identity, 11; naturalization applicants, 425; applicants for certificates of identity, 2,365.

WORK OF MEDICAL OFFICERS.

There are no diseases so prevalent as to require special mention but, as in the previous report, it is considered advisable again to call attention to the lack of any provision for the proper isolation of aliens afflicted with contagious diseases. The fact that the medical force has thus far, by the exercise of the utmost precautions, managed to prevent any serious outbreak of contagious disease should not be considered as indicating there is no necessity for isolation wards. It is hoped that the bureau will appreciate the wisdom of taking preventive measures before occasion may arise to criticize the service for failure to make adequate provision in this respect. The hospital earnings during the past year amount to \$12,223, while the maintenance expenses, including food, fuel, drugs, etc., but excluding salaries and items of permanent improvement, total \$6,735.86.

PERSONNEL.

Several circumstances have combined during the past year to affect the personnel of the force at this station. The investigation previously mentioned resulted in a number of dismissals; the unusual demand for skilled labor of all kinds and resulting high salaries have caused a number of employees, especially stenographers, to leave

the service to accept more lucrative positions on the outside; and some of our employees have left the service to enter the Army or Navy. The pay rolls now show that 25 per cent of the present force, including temporary employees, are comparatively inexperienced, the majority having been assigned to this jurisdiction within the last few months, and the work of the office is at present seriously handicapped as a result, although such a condition probably will adjust itself with but little friction as these new employees become more familiar with their duties. In so far as salaries are concerned, the conditions are rapidly becoming more and more acute. Very few promotions were made during the past year, while the cost of living has continued to increase. The general advance of 10 per cent for employees receiving less than \$1,200 and 5 per cent for those receiving between \$1,200 and \$1,800, effective July 1, 1917, will of course be of material assistance, especially to the lower salaried employees, but it is not adequate to meet existing conditions. The recommendations for promotions now pending before the bureau are designed to correct this situation, and if granted in their entirety will do much toward increasing the efficiency of the force by providing an incentive for well-qualified employees to remain in the service, while at the same time indicating the attitude of the department toward those of its employees who take interest in the work of the office and render honest and efficient service.

COMMISSIONER OF IMMIGRATION, SEATTLE, WASH., IN CHARGE OF DISTRICT No. 16, COMPRISING THE STATE OF WASHINGTON.

APPLICATIONS.

The total number of aliens who applied for admission at this port during the past year was 7,522, including 64 pending from the previous year. Of this number 7,339 were admitted, 77 debarred, and 106 were pending at the close of the year. Of the 547 Chinese who applied for admission 536 were admitted and 10 were debarred, while 1 was pending before the board of special inquiry at the close of the year. Of the 4,457 Japanese who applied for admission 4,390 were admitted, 66 debarred, and 1 was pending when the year closed. The European war has caused immigration generally throughout the United States to dwindle to a minimum. This, however, is not true on the Pacific coast; more aliens are now coming to these shores each year than the one preceding. The total number of applicants for admission as above given represents an increase of more than 21 per cent over the figures for the preceding year. This increase is caused largely by the number of Russian refugees who arrived during the year, the increase in this nationality being more than 65 per cent. There is an increase of 13 per cent Japanese, 2 per cent Chinese, and 22 per cent other nationalities.

DEPORTATIONS (EXPULSIONS).

During the year 831 warrant cases were considered; in 582 of them investigations were made, with the result that 77 warrants of deportation were executed, 51 warrants canceled, and 43 warrants remain unexecuted. Of the warrants of deportation executed 31 were pending at the close of the previous fiscal year and 14 were sent here from other districts.

SEAMEN.

Seamen to the number of 163 applied for admission, of whom 11 were rejected. There were 245 escapes of this class of applicants, including 89 Japanese. Vessels to the total of 1,043, with crew men numbering 21,628, arrived at the ports in this district. Chinese seamen to the number of 7,046 are included with the others given.

STOWAWAYS.

There were 28 Japanese stowaways apprehended at the ports in this district, 25 of whom were deported and 3 escaped.

FINANCIAL AFFAIRS.

The amount allotted for this district for the fiscal year was \$25,000. Expenditures reached \$23,432.25. Fines amounting to \$245 were assessed during the year.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

One case of this nature was pending from the previous year and 4 new cases arose. Deportation occurred in 2 of these, 2 were released, and 1 remained pending.

CRIMINAL CASES.

Criminal prosecutions were pending from the previous year in 3 cases and 3 new cases arose. Convictions were obtained in 3 of these, while 3 remained pending at the close of the year.

WRITS OF HABEAS CORPUS.

Two writs of habeas corpus were pending from the previous year and 7 new writs were sued out during the past fiscal year. In these cases 6 writs were dismissed, in 1 the alien was released, while 2 of the cases remain pending.

WHITE-SLAVE MATTERS.

Investigations were made in 72 cases of immoral women and girls, resulting in warrants being served in 6.

CONTRACT LABOR.

A number of investigations have been made of alleged violations of the contract-labor law in cases of alien applicants for admission from Canada, but there have been no violations brought to the attention of this office during the current year wherein it was believed a successful prosecution could be obtained.

WORK OF MEDICAL OFFICERS.

For several years the principal disease discovered by the medical examiner in this district has been uncinariasis (hookworm). Until about April 1, 1917, the medical examiner, acting on instructions from the Surgeon General, examined only those alien passengers who showed clinical symptoms of being afflicted with hookworm. In order to secure uniformity at all Pacific coast ports it was at that time determined that all steerage passengers should be examined for this disease, with the result that the number of certificates increased more than 50 per cent. In a large number of cases the aliens found to be afflicted with hookworm can be cured in from two to six weeks. As a consequence all aliens certified for hookworm have been granted admission where it is a reasonable certainty that a cure can be effected promptly. The steamship companies are complaining of the expense. The result, however, no doubt will be that greater care will be exercised in the examination of passengers prior to embarkation.

SMUGGLING OPERATIONS.

Owing to the war conditions there has been such a large enlistment of Canadians that those laborers remaining in that country are now profitably employed, and there is little incentive to migrate to this side of the border. The large number of enlistments has caused a considerable portion of the mill, fish, and other work of the Province to pass into the hands of Japanese and Chinese. The Canadian Government is now requiring every person of military age—that is, between the ages of 18 and 45—to secure a permit before allowing them to leave that country.

An arrangement was entered into with the Canadian superintendent of immigration a few years ago whereby all aliens apprehended within a few miles of the border, or within a short time after effecting surreptitious entry, could be taken into custody without the necessity of getting formal warrant and returned to one of the border ports for examination. For a considerable period of time after this arrangement was entered into this practice was followed, thousands of aliens being arrested and returned to Canada without delay at a minimum of expense. Owing to the changed conditions, however, but few arrests are being made now, and the guarding of the border is a comparatively easy matter. A few Chinese are undoubtedly gaining admission surreptitiously. They are relatively few in number, and the majority either are coming to relatives in this country or are leaving Canada on account of some offense which they have committed.

In my last annual report I called the bureau's attention to the fact that three boats had been seized during the year; two of these boats, through procedure in court, were turned over to this service. They have been overhauled, fitted up, and now do patrol duty as occasion demands. These boats, while answering the purpose in a somewhat satisfactory manner, are not speedy, and it will be necessary to spend further sums of money on them before they will meet all our requirements.

SOCIETIES FOR THE BENEFIT OF ALIENS.

No new societies have been formed during the past year for the purpose of rendering aid to recently admitted aliens.

CHINESE PREINVESTIGATIONS.

There were 351 applications for return certificates under rules 13 and 15 during the year, which were disposed of as follows: Certificates issued, 313; certificates refused, 36; applications withdrawn, 1; pending, 1.

INVESTIGATIONS.

The following is a list of investigations conducted by this office during the past year: Cases of applicants for entry, 412; after temporary admission, 18; after admission under bond, 32; warrant cases, 597; naturalization matters, 220; miscellaneous, 1,098.

In Chinese cases the following investigations were made: Applicants for admission, 807; preinvestigation cases, 95; warrant cases, 10.

PERSONNEL.

The officers of the district have been faithful, zealous, loyal, and efficient in the performance of their duties. The 5 per cent and 10 per cent increase in salaries for the current year has been much appreciated by those receiving it. There has been some disappointment, however, in the fact that merit in many cases has not been rewarded by increased compensation. The cost of living has been very materially increased with no corresponding increase in salaries. Private concerns are paying much higher wages than the Government, and it is only due to the loyalty of the officers in many cases that they remain in the Government employ, believing that the inadequacies between the Government and private employment would soon be remedied and justice done. Men who were receiving low salaries and who have given many faithful years to the Government service feel that their compensation should be increased to correspond in part at least to the increasing cost of living, and unless their services are recognized in substantial manner will be required sooner or later to seek private employment. We now have a graduating scale of salaries which would be entirely satisfactory if a plan were adopted practically guaranteeing to the officers that promotion would follow a certain period of satisfactory service.

INSPECTOR IN CHARGE, DISTRICT NO. 22, COMPRISING TERRITORY OF HAWAII, WITH HEADQUARTERS AT HONOLULU.

APPLICATIONS.

A total of 5,944 aliens applied for admission to the Hawaiian Islands, of whom 5,718 were admitted, 211 deported, and 15 remained pending. During the year 557 Chinese were admitted and 28 deported; 4,161 Japanese admitted and 155 deported. This is an increase of 1,139 alien arrivals over last year. Apart from this difference in the number of applicants, there has been no particular change in the character of immigration, other than the matter of increase of dangerous contagious-disease cases. Among the recent arrivals there has been a smaller percentage of these cases than during the first part of the year.

The Hawaiian Sugar Planters' Association has brought in during the year 2,779 Filipinos. There were 525 departures for the mainland and 716 for the Orient. The bulk of the immigration, as heretofore, has been largely Japanese. During the year 1,704 Japanese wives arrived, 985 of whom were "picture brides"—a considerable increase in "picture brides" over last year. Certificates to depart for the mainland were issued in 1,880 cases—115 to Japanese, 15 to Koreans, 4 to Chinese, 219 to Portuguese, and 835 to Spaniards. There have also been many departures of citizens. The Spanish, almost without exception, were those who were brought here by the Territorial board of immigration. Comparatively few of them are left, and it is evident that nearly all eventually will depart for the mainland. Practically all the Russians brought here by the same office have left the Territory. The majority of the alien departures for the mainland were immigrants who were brought in by the Territorial board. Those remaining who were granted certificates were, for the most part, tourists in transit.

Of the Japanese admitted 1,358 were children, 629 were laborers, and 1,704 were wives, of whom 985 were "picture brides." "Picture brides" to the number of 8,026 have been admitted at this port in the last seven years, and with few exceptions those women have been farm laborers. Owing to this increase of "picture brides," more than 60 per cent of the births in the territory are Japanese. The practice of requiring the marriage of "picture brides" after arrival here has been discontinued, their husbands immediately taking them as wives when they are admitted. However, among the Japanese there is some division of opinion with regard to this, and in several instances, without suggestion from us, the husbands have obtained licenses here and have been duly married, stating that they did not like the idea of taking a wife without going through some ceremony.

DEPORTATIONS (EXPULSIONS).

Four warrant cases were considered and investigated during the year, including 1 pending from the previous year. Warrants were executed in 3 cases and canceled in 1.

SEAMEN.

A total of 15 seamen applied for admission and 19 for temporary landing for the purpose of reshipping foreign; 19 were admitted and 15 rejected. In addition 27 alien seamen escaped, 8 of whom were Japanese. The number of vessels from domestic ports boarded during the year totaled 362; from foreign ports 196; making a total of 558. The total number of Chinese seamen checked out by port officers on the arrival and departure of vessels was 5,397, and the total number of other alien seamen arrivals from foreign ports was 24,393. Many of these men are on the regular liners and are checked out repeatedly, so that these figures are instructive as to the amount of work involved.

STOWAWAYS.

Six stowaways were apprehended at Hawaiian ports during the fiscal year, 5 of whom were deported, and the case of 1 was pending at the close of the year. Thirteen Japanese arrivals declared they were involuntary passengers, not having intended to make the trip, but the ship departed while they were on board. They stated they did not wish to apply for admission, but wished to be taken back to Japan. Ten were returned to Japan, and 3 escaped from Quarantine Island while under the guard of the United States Public Health Service.

ESCAPES.

Four aliens escaped during the year, 3 of whom were the Japanese cases referred to immediately above.

FINANCIAL AFFAIRS.

A total of \$5,000 was allotted to this district for the fiscal year just ended, while expenditures reached the sum of \$6,999.40. Fines to the amount of \$200 were assessed during the year.

CHINESE CASES BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Four cases of this character arose during the year, with the result that 3 Chinese were deported and 1 case is pending. Owing to the condition existing at Hawaii it is difficult for Chinese to enter this Territory illegally, as they must enter, if at all, by some steamer or sailing vessel. Whenever we have information of Chinese unlawfully in the islands we institute proceedings.

CIVIL SUITS.

One civil suit was pending from the previous year, which has been closed by the payment of \$500, the penalty of the bond forfeited in the case.

CRIMINAL CASES.

One alien was convicted of perjury on account of giving false testimony before a board of special inquiry and was sentenced to 30 days' imprisonment and fined \$50.

WRITS OF HABEAS CORPUS.

There were 19 cases pending from the previous year in which writs of habeas corpus had been sued out and 19 new writs were sued out during the year just closed. In 19 of these the writs were dismissed, in 1 the alien died, and 18 remain pending. In the 19 new cases all except 1, which is pending, were decided favorably to the United States in the local court. Sixteen petitioners were deported, 1 committed suicide, and the other petitioner probably will perfect an appeal before the time limit expires. Of the 19 cases pending at the end of last year, 4 of the cases appealed by the Government were won by it, the issue being whether an alien who arrived in Hawaii before annexation was subject to deportation, he not having "entered" the United States within the meaning of the immigration law as claimed by the petitioners. The cases of 3 of these were never heard by the Immigration Service, as they were taken from its custody before hearing. In the other of the 4 cases the petitioner was ordered to be surrendered to this office for deportation, but was not so surrendered. Proceedings against the bondsmen probably will be instituted and the petitioner will be apprehended and, if possible, deported. Of the 9 cases appealed by the petitioners 1 withdrew appeal and was deported, 2 lost on appeal and were deported, and 6 are pending. Of the 3 awaiting the result of decision in their cases on appeal, all have been ordered surrendered for deportation.

WHITE-SLAVE MATTERS.

During the year the local authorities have closed up the "red-light" district, and some of those who practiced prostitution and the men living off their earnings have left the Territory. While there are a number of this class still in the community, vice does not flaunt itself openly as heretofore. A number of women who were arrested were convicted in the court and given suspended sentences during their good behavior. While some of these women are aliens and could be deported, it seems that out of respect for the determination of the court no action concerning them should be taken unless they are found again to be breaking the law.

CONTRACT LABOR.

A small number of Japanese have come here to engage in work for which laborers could not be found in this country. For the most part they have been coming to engage in the Japanese "shoyu" and "sake" manufacture, and in the printing business. Nearly all of the labor is done by Asiatics, and that in the building trades mostly by the Japanese. Skilled mechanics come here from the mainland to work in the navy yards, and after finishing their jobs return to continental United States. Several of the refugee German vessels taken over by our Government have been repaired, and it was found necessary to bring skilled men from the coast to perform the work.

WORK OF THE MEDICAL OFFICERS.

The work of the medical officers at this station has been done in a very thorough manner. During the early part of the year there was a marked increase in dangerous contagious-disease cases, and, as this report shows, a large number of deportations. The effect of such deportations has been most satisfactory, as the steamship companies evidently are taking more care in examining the aliens before embarkation. The situation with regard to hookworm has improved, there being a smaller number of cases than in previous years.

CHINESE PREINVESTIGATIONS.

A total of 295 Chinese cases were preinvestigated by this office during the year. In 261 of these return certificates were granted, in 5 the certificates were denied, 26 cases were pending at the close of the year, and in 3 cases the applications were withdrawn.

INVESTIGATIONS.

The following investigations were conducted by this office during the fiscal year: Applicants for entry, 29; warrant cases, 4; naturalization, 46; alien certificates for insular territory, 1,880; certificates of citizens to go to mainland, 51; section-6 Chinese to mainland viséed, 4; preinvestigations of status of Chinese, 67; others, 5.

PERSONNEL.

The bureau is aware of the limited force of this office, so that it is unnecessary to reiterate matters already set before you. With an additional force there are a number of things that could be done which would be of advantage to the service. Under present conditions and the workings of the new law it will be utterly impossible for me to grant any extended annual leave to any of the inspectors in this office or to myself. The best I can hope for is to grant them 1 or 2 days at a time when no passenger steamers are expected. These men have done faithful work, and as they are forced to work many hours overtime they need the rest under the climatic conditions in which we live, and I know that, in personal matters, some of them will suffer possible detriment unless leave can be granted to them. With 2 inspectors on the line and another engaged in the Chinese work, there is no one left to travel unless the aliens are kept in detention longer. Not only is there a large amount of work in the Chinese division, but there are days when the inspectors are boarding vessels for hours. It ought to be possible to have a sufficient force of inspectors so that the regular work of the office need not be brought to a standstill by the arrival of a steamer. A port that has as many arrivals as Honolulu should have a boarding officer in the Immigration Service who could be designated for that work and look after the sailors. The Customs Service has 2 boarding officers on constant duty. Owing to the war there necessarily has been considerable extra work, with also an increase in the number of general arrivals; but I am glad to state that, under the conditions here set forth, all the employees at the station have manifested a cheerful willingness to do everything they can.

INSPECTOR IN CHARGE, DISTRICT NO. 17, COMPRISING THE STATE OF OREGON, WITH HEADQUARTERS AT PORTLAND.

APPLICATIONS.

During the year 11 aliens applied for admission at this port, all of whom were admitted. The transactions shown include the work of both the headquarters at Portland and the subport at Astoria. The activities of the subport are largely those of inspection of vessels arriving from foreign ports and the manifesting and examination of their crews, including the discharge of those landed for the purpose of remaining or reshipping. Trans-Pacific passenger service between this port and the Orient has not been in effect since 1904, though its resumption is advocated and discussed continually by local interests.

DEPORTATIONS (EXPULSIONS).

Warrant cases, exclusive of Chinese and Japanese, were considered and investigated in 72 cases, resulting in the service of 11 warrants of arrest. These were disposed of as follows: Warrants canceled, 3; warrants executed (actually deported), 19; warrants executed (deportation ordered but pending), 14; Chinese warrant cases considered and investigated, 6. The 6 warrants of arrest served resulted in the deportation of 1 of the Chinese involved. Five Japanese warrant cases were considered and investigated, resulting in the deportation of 4 Japanese.

SEAMEN.

Seamen to the number of 11 applied for admission at this port, all of whom were admitted. The records show a total of 19 escapes of seamen, 11 of whom were Japanese. During the year 51 vessels (other than those in the coastwise trade) were boarded in this district and examination made of their crews consisting of 1,171 men, including 430 Japanese and 120 Chinese. Of these 8 white and 11 Japanese deserted, 1 of the latter being drowned in his attempt to reach shore.

STOWAWAYS.

One stowaway arrived during the year and escaped from the vessel.

FINANCIAL AFFAIRS.

The amount allotted from the appropriation for this district was \$4,000, while the expenditures for the year reached the total of \$4,203.79.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

There were 2 cases of this character pending from the previous year, while 1 new case arose during the year. In 2 of these the Chinese were discharged, while in the third case deportation was ordered.

CRIMINAL CASES.

Two criminal prosecutions were begun, both of which were pending at the close of the year. One of these was against the master of a vessel who permitted an alien stowaway to escape from his ship after being cautioned to keep him on board. The other was against a naturalized citizen of Russian birth as a result of his having falsely secured the admission of a woman from Canada as his wife, thus avoiding the inspection required under the law.

WRITS OF HABEAS CORPUS.

Two writs of habeas corpus were sued out during the year, in both of which the writs were granted. In granting the writs and subsequently releasing the aliens from custody, Federal Judge Bean of this district, ruled, among other things, that the record contained no evidence that they were prostitutes but merely conjecture and suspicion. There is no doubt that these women were slave girls or prostitutes, although it is true that the record contained little or no real proof of the fact. It is almost impossible to secure the evidence in such cases, because these women, or the male parasites who own and control them, are all members of the Chinese tongs, and, through fear of revenge, Chinese witnesses seldom can be secured. More tong murders and wars arise over these women than from any other cause, and their arrest and deportation is important and desirable.

WHITE-SLAVE MATTERS.

This office cooperates fully with the special agent of the Department of Justice and the United States attorney's office in the handling of white-slave matters. There is reason to believe that the violations of the law in this respect have decreased considerably as a result of the vigorous prosecution of members of this immoral class.

CONTRACT LABOR.

A few cases of reported attempted violations of the alien contract labor law have been investigated, in which, however, the facts developed did not warrant further action.

SMUGGLING OPERATIONS.

There is no evidence of the direct smuggling of aliens at this port. The influx of contraband Chinese into this district from the north has decreased materially since the breaking up last year (due to successful prosecutions with heavy sentences for the defendants) of gangs of smugglers operating across the Canadian border, in the apprehension and conviction of whom the Seattle office has been given hearty cooperation and assistance.

CHINESE PREINVESTIGATIONS.

Chinese applied to this office for preinvestigation of their status during the year to the number of 51. In 35 of these the return certificate was granted, in 4 the applications were denied, in 5 the applications were withdrawn, and in 7 the cases have not yet been completed. There has been a material decrease in Chinese preinvestigations from last year's figures. Most of these are accounted for in the lack of laborer applications, though very probably the more thorough investigations accorded cases of alleged merchants and citizens have discouraged the filing of those applications manifestly without merit. The recent exposure of the frauds in a number of such cases while the Chinese were still in China and the service of notice upon them there that they would not be readmitted without further proof of their claims has, it is believed, deterred many with a precarious status from setting up false claims.

INVESTIGATIONS.

Investigations were conducted in the following cases during the year: Applications for entry, 42; after admission under bond, 2; warrant cases, 47; naturalization matters, 95; others, 73. Investigations in Chinese cases were made as follows: Applications for admission, 22; preinvestigations matters, 51; warrant cases, 8; to determine lawful residence, 13; miscellaneous, 31. While the number of Chinese preinvestigations has fallen off since last year, there has been an increase of nearly 100 per cent in the number of naturalization cases investigated.

PERSONNEL.

The work within this district is carried on with the smallest personnel and the least expense in its history. Never has the esprit de corps among the personnel of this district been better than at this time.

INSPECTOR IN CHARGE, DISTRICT NO. 10, COMPRISING OHIO AND KENTUCKY, WITH HEADQUARTERS AT CLEVELAND.

DEPORTATIONS (EXPULSIONS).

A total of 172 warrant cases were considered during the year, of which 169 were investigated, resulting in 114 applications for warrants, 109 of which were issued and 92 served. In 22 cases the warrants were canceled, in 47 warrants were executed, and 23 remain pending. In 16 cases deportation was deferred on account of the war, in 3 cases deportation was suspended for other reasons, and in 1 case the alien died. Seven Chinese cases were considered during the year, in 2 of which warrants were issued. All of these Chinese cases were pending at the close of the year.

FINANCIAL AFFAIRS.

The amount allotted by the bureau for this district was \$2,800; expenditures for the year were \$2,380.68.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Twelve cases were pending in the courts at the beginning of the fiscal year, no new cases having been begun. Of the 12 Chinese involved 2 were deported, 1 was discharged, and the cases of the remaining 9 are still pending. The comment contained in my report for last year with respect to the delay in disposing of Chinese cases by the courts is demonstrated by these figures. However, some progress has been made in the pending cases, since the Circuit Court of Appeals for the Sixth Circuit has affirmed the order of deportation in 1 case, but has withheld its mandate to give the defendant an opportunity to appeal to the Supreme Court. It is thought that this course is being pursued by the defendant merely to delay deportation, inasmuch as the chief point involved in the case has been decided by the Supreme Court, i. e., burden of proof where citizenship is claimed. Another case has been remanded by the circuit court of appeals to the district court for retrial, it being claimed by the defendant that the order of deportation was made upon a ground on which he did not have opportunity to present rebutting evidence. In another instance appeal was taken to the circuit court of appeals from an order of deportation made by the district court. The 6 remaining cases are pending either trial or final decision in the district courts. In view of the delay in the disposition of these cases and the many points involved therein the institution of new cases has not been considered prudent, although undoubtedly there are scores of Chinese throughout the district who are without right to remain in the country. These delays seriously handicap the work of this service, for when the trials are postponed from month to month and year to year the facts to which witnesses are called upon to testify become hazy in their minds, with the result that the testimony does not make the impression upon the court at such late date as would be the case were the cases disposed of with the dispatch that is given, say, to criminal cases.

It may be of interest to state here that Chinese laborers from this vicinity, who may or may not be able to secure laborers' return certificates, are continuing the practice of going to San Francisco and there applying for indorsement as local merchants after a residence of but a few months at most and secure readmission as such after visits to China. It is believed that a few vigorous prosecutions of Chinese for the

frauds perpetrated in this line would have a salutary effect, not only upon these offenders but upon those of the laboring class who contemplate a similar evasion of the law.

CIVIL SUITS.

Civil suits were instituted against the Louisville & Nashville Railroad Co. and the Coshocton Glass Co. for the temporary importation of aliens from Canada in violation of the alien contract labor provision, both of which are pending before the district court. In addition a contract-labor suit has been instituted against the Pringle Barge Co. for the importation of 2 Canadian laborers in violation of law.

CRIMINAL CASES.

Four criminal cases were pending from the previous year, in 1 of which the indictment was nol-prossed on account of the deportation of the defendant and in 3 the defendants were discharged by the court on demurrer.

WRITS OF HABEAS CORPUS.

Seven cases in which writs of habeas corpus had been applied for were pending from the previous year and 2 cases arose during the past fiscal year. In one of these the case was remanded to the district court for trial on the merits and 8 remained pending, 6 before the district court and 2 before the circuit court of appeals.

WHITE-SLAVE MATTERS.

During the year there have been considered 40 cases in which immorality was charged, showing that, although the segregated sections have been abolished in most of the cities of this district, the violations in this respect still persist. Satisfactory results in this class of cases can not be obtained at present, since no deportations can be effected.

CONTRACT LABOR.

The cases of 10 aliens have been considered with a view to deportation, and a number of other alleged violations of the contract-labor law have been investigated during the year. Reports were made to the United States attorneys with a view to the institution of civil suits in 6 cases, in 4 of which the evidence was not held by those officials as sufficient to justify an institution of proceedings, although warrants of deportation had been issued in the cases of all the aliens involved.

WORK OF THE MEDICAL OFFICERS.

The 3 immigration offices in this district received the hearty cooperation of the surgeons of the United States Public Health Service in all cases in which medical examination of aliens by officers of that service were required.

SMUGGLING OPERATIONS.

One smuggled Chinese was arrested at Toledo during the year, and his case is now pending in deportation proceedings in the department.

CHINESE PREINVESTIGATIONS.

Five cases were preinvestigated to determine the status of departing Chinese, in all of which return certificates were granted.

INVESTIGATIONS.

The following investigations were conducted by officers of this district during the year: Cases of applicants for entry, 141; after temporary admission or admission on bond, 15; warrant cases, 179; naturalization matters, 83; miscellaneous, including Chinese, 144.

PERSONNEL.

The relations between the members and the officers of the force in this district have been pleasant throughout the year, and each has endeavored to discharge his duties faithfully and to the best of his ability. The work has been seriously handicapped

at the close of the year by the temporary transfer of a few officers to the Division of Investigation. The enforcement of the new immigration act will require the addition of several inspectors and an enlarged clerical force as soon as conditions abroad will permit the deportation of aliens.

INSPECTOR IN CHARGE, DISTRICT NO. 11, COMPRISING ILLINOIS, INDIANA, MICHIGAN, AND WISCONSIN, WITH HEADQUARTERS AT CHICAGO.

APPLICATIONS.

The work performed by this office concerning aliens who were necessarily given inspection at Chicago as a port of entry have been reported in each instance to the United States commissioner of immigration at Montreal and was included in the statistical returns of the Montreal office. This includes aliens who enter the United States from Canada without inspection and the legalization of whose admission was authorized by the department.

DEPORTATIONS (EXPULSIONS).

A total of 448 warrant cases were considered, of which number 411 required investigation. The results attained may be summarized as follows: Warrants canceled, 78; warrants executed (ordered deported), 112; action deferred by department, 22; pending before department, 18; pending at Chicago office, 93. There were 11 warrants in Chinese cases pending from the previous year and 4 warrants issued during the past year, which were disposed of as follows: Warrants canceled, 3; aliens ordered deported, 4; warrants not served, 1; pending, 7.

FINANCIAL AFFAIRS.

The amount allotted for this district was \$14,000; the expenditures for the year reaching a total of \$14,487.56.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

There were 21 cases of this character pending from the previous year, while 27 new cases arose. These have been disposed of as follows: Ordered deported by United States commissioners, 22; appealed to district courts, 19; ordered deported by district courts, 6; deported on district court order, 3; appealed to circuit court of appeals, 5; ordered deported by circuit court of appeals, 8; deported on United States commissioner's order, 3; deported on circuit court of appeals' order, 4; discharged by United States commissioner, 1; dismissed by United States commissioner on motion of United States attorney, 1; cases pending before United States commissioner, 4; pending before district courts, 20; pending before circuit court of appeals, 3.

During the past year 48 Chinese exclusion-act cases were handled before the courts, of which 27 cases were instituted during the present year. The trials of these cases were uniformly successful. Twenty-two orders of deportation were secured from the United States commissioners and 6 from district courts, while 8 cases were decided favorably to the Government by the circuit court of appeals. Ten Chinese were actually deported on court orders.

CIVIL SUITS.

Two civil suits were pending from last year and 3 new cases arose during the year, all of which are pending.

CRIMINAL CASES.

One criminal case was pending at the close of the previous fiscal year. Cases involving importation of alien women and girls for immoral purposes, with no evidence, however, of commercialism or of an extreme situation such as the age of the women, have been brought to the attention of the United States attorneys. Because of the lack of such evidence prosecutions were considered impracticable. The case of one returned prostitute was not prosecuted, the United States attorney expressing the opinion that because of the disinclination of the district court to impose serious sentence in cases where the alien is subject to deportation it would be useless to pursue the matter further. The alien involved was deported. Cases of aliens en-

tering the United States in violation of the contract-labor laws likewise have been presented to the United States attorney for consideration, but without action being taken because of lack of sufficient evidence. No Chinese criminal prosecutions were instituted. The conviction of 1 alien whose case was reported by this office to the Division of Investigation of the Department of Justice was secured and a two-year sentence in the Leavenworth Penitentiary imposed for violation of section 3, the charge being the importation from Canada for an immoral purpose of an alien woman and her transportation in interstate commerce.

WRITS OF HABEAS CORPUS.

At the close of the previous fiscal year 7 cases in which writs of habeas corpus had been applied for were pending, while 2 new cases arose during the past fiscal year. These were disposed of as follows: Writs dismissed by the district court, 1; aliens discharged on writs, 2; writs dismissed by the circuit court of appeals, 2; alien discharged on writ by the circuit court of appeals, 1; 1 case is pending before the district court and 1 before the circuit court of appeals.

In view of the many decisions of the higher courts in this circuit favorable to the Government, attorneys representing the aliens ordered deported on immigration warrants have recognized almost invariably during the past year the futility of instituting habeas corpus proceedings. One of the above cases is that of an alien, ordered deported in District No. 16, who was taken from the custody of the deporting officer at Chicago. The alien was charged with importing an alien woman for an immoral purpose (prostitution), for which offense he served a sentence in the Federal penitentiary at McNeils Island, Wash., contending that he is a citizen of the United States by reason of the naturalization of his father during his minority. This case is pending before the district court. Only one application was made for a writ in a Chinese case. In this case the Chinese contended the Secretary of Labor was without authority to deport for violation of the Chinese-exclusion act. The same point was involved in a case instituted last year and which was determined in favor of the alien by the circuit court of appeals of this circuit during the present year. On account of the decision several Chinese whose cases depended on the same question of law were discharged by the court. Two habeas corpus cases in which aliens were charged with being connected with the management of a house of prostitution were determined favorably to the Government by the district court and the circuit court of appeals.

WHITE-SLAVE MATTERS.

The business of prostitution has been by no means eradicated, and aliens engaged therein, both male and female, occasionally are apprehended. In cooperation with the office of the Cook County sheriff the arrest of six men was accomplished recently on immigration warrants through a night raid made on a notorious resort (roadhouse) adjacent to the city of Chicago. The place was taken totally by surprise, the resort quickly entered by the officers, and the seven exits carefully guarded. Valuable evidence was secured for use by the Government and by the local authorities. The license for the operation of a saloon in connection with the resort has been canceled. Numerous violations of the Mann Act in connection with immigration cases have been brought to the attention of the Division of Investigation of the Department of Justice and splendid results secured.

CONTRACT LABOR.

During the year several smaller cases of possible violation of the alien contract labor law and two larger ones were investigated. One of the larger cases involved the migration from Canada of a number of workmen employed by a large construction company of Wisconsin, resulting in the deportation of two of the imported aliens. The other case involved migration to Chicago of a number of Mexicans employed by the Malleable Iron Manufacturing Co. Neither case developed sufficient evidence to warrant deportation or collection of fines, and the cases have been left pending.

WORK OF MEDICAL OFFICERS.

Representatives of the Public Health Service stationed at Chicago and other points in the district have uniformly treated this office with the utmost courtesy and responded promptly to requests for medical examinations of aliens.

SMUGGLING OPERATIONS.

No organized or systematic effort at smuggling aliens other than Chinese has come to light. Numerous cases of aliens who have been smuggled across the Canadian border into the United States without inspection have been handled by this office, but in no cases during the past year has evidence of collusion with others been discovered. This office has investigated a number of cases in which it was believed that certain Chinese had been smuggled into the United States previously, but no cases have come to light indicating that smugglers are now bringing aliens into this district.

SOCIETIES FOR THE BENEFIT OF ALIENS.

The most cordial relations have prevailed with organizations giving attention to the welfare of immigrant arrivals and alien residents.

CHINESE PREINVESTIGATIONS.

A total of 66 investigations were conducted to determine the status of departing Chinese. Fifty-eight such cases were reported favorably to the bureau and 7 reported unfavorably, while 1 case was abandoned. In addition, 162 investigations were made in other Chinese cases, as follows: For ports of entry, 79; applications for duplicate certificates, 6; certificates of identity canceled, 8; smuggling matters, 5; miscellaneous, 64.

INVESTIGATIONS.

The following investigations were conducted by officers of this district during the year: Applications for entry, 301; after temporary admission or admission on bond, 18; warrant cases, 319; naturalization matters, 271; miscellaneous, 453.

Numerous investigations have been made at Chicago and vicinity to determine whether the Chinese examined were lawfully in this country. The arrests brought about by these investigations have been more numerous than during the preceding year. Most of the cases so instituted have been brought before the courts, the discontinuance of Chinese smuggling having reduced the number of cases in which deportation proceedings could be instituted before deportation.

PERSONNEL.

Following the declaration of war against Germany the services of 4 inspectors were given the Division of Investigation of the Department of Justice for special work. Another inspector has been assigned for the greater part of the fiscal year to conciliation work in labor disputes. Still another inspector has been detailed much of his time on cooperative work with the local civil-service office. Deep interest and energy have characterized the work of the official staff, including 2 who have been assigned to the employment branch of the service. This comment applies also to officers located at substations. I desire to repeat and emphasize former recommendations for substantial increases in compensation for underpaid inspectors and stenographers, especially the latter.

INSPECTOR IN CHARGE, DISTRICT NO. 12, COMPRISING MINNESOTA AND NORTH AND SOUTH DAKOTA, WITH HEADQUARTERS AT MINNEAPOLIS.

DEPORTATIONS (EXPULSIONS).

During the fiscal year 180 new deportation cases were considered by this office. Of this number 113 were investigated with the result that in 46 cases deportation was ordered, in 38 cases deportation was actually accomplished, in 18 the warrants were canceled, in 16 the warrants were returned unserved, in 16 departmental decision is awaited, in 2 the warrants were refused by the department, and the remaining 1 is pending.

FINANCIAL AFFAIRS.

The total amount allotted to this district for the fiscal year was \$1,850, while the total expenditures reached \$1,529.45, leaving a credit balance of \$320.55.

CRIMINAL CASES.

One alien was arrested through the cooperation of this office, indicted under section 32 of the criminal code (falsely pretending to be a United States officer), and sentenced to four months' imprisonment. Alien was indicted after arrival on a Soo Line train from Canada, when a returning United States citizen reported that \$220 had been stolen from him by the defendant, who posed as a "money inspector" and immigration officer.

A Chinese was arrested on a commissioner's warrant charged with perjury in the hearing under the Chinese-exclusion laws. The Federal grand jury, however, failed to indict.

WHITE-SLAVE MATTERS.

Two cases of this character were considered during the year, in 1 of which the grand jury failed to indict while in the other the case was dismissed without trial on motion of the United States attorney. The woman involved in the latter case, however, was deported to Canada when the court case against her procurer was dismissed.

CONTRACT LABOR.

One alien filed suit in his own behalf against his alleged importer. The trial resulted in a jury disagreement, and the case was set for retrial at the spring term, when the action was dismissed.

CHINESE PREINVESTIGATIONS.

During the year 18 resident Chinese were investigated, with the following results: Certificates granted, 13; certificates denied, 3; pending, 2. Three alleged sons of natives applied for admission at ports and the cases were disposed of as follows after investigation by this office: Denied, 1; admitted on appeal, 2. One application for duplicate certificate of residence investigated here was denied by the bureau. Three Chinese were arrested in this district under the Chinese-exclusion laws and the cases heard and determined by United States commissioners with the following results: Discharged as native, 2; discharged as native on appeal, 1. Arrests during the year, as in the past, have not been productive of the results expected.

INVESTIGATIONS.

During the year the following investigations were made: Naturalization matters, 137; alleged American citizens whose deportation from Canada was sought by the Dominion authorities, 23; applications for admission from Canada, 262. A number of other investigations were made, including the investigation and approval of bonds for aliens arrested in deportation proceedings or bonds required at time of entry. Many included investigations or inquiries made at the request of other offices.

PERSONNEL.

The personnel at this office is the same as at date of preceding annual report, to wit, inspector in charge, two immigrant inspectors, and a clerk. As pointed out in my last annual report, employees of the Immigration Service have no assurance of advancement, and this, in consequence, must militate against the best service. I respectfully urge that some system of promotion be inaugurated whereby those performing the same kind and quantity of work will receive equal compensation, with knowledge that promotion is certain for honest, conscientious, and faithful service.

INSPECTOR IN CHARGE, DISTRICT NO. 13, COMPRISING MISSOURI, IOWA, KANSAS, AND OKLAHOMA, WITH HEADQUARTERS AT ST. LOUIS.

The volume of business handled by this office and the branches at Kansas City, Mo., and Omaha, Nebr., is limited more by the paucity of the working force than by legitimate requirements of the service. So many of our employees have been temporarily detailed or permanently transferred to other branches of Government work that the immigration work has been sadly neglected in many ways. Conditions created by the continuance of the war have overwhelmed the local Naturalization Service

and greatly increased the number of nunc pro tunc investigations and so-called inspections of applicants for naturalization whose entry was not susceptible of verification.

A considerable number of old cases have been reviewed under warrants issued under the new law, and all possible efforts have been made to safeguard the interests of the service in the matter of deportation cases.

DEPORTATIONS (EXPULSIONS).

Consideration was given approximately 1,200 warrant cases during the year, of which number 599 were investigated. The results obtained are as follows: Warrants of arrest canceled, 15; warrants of deportation issued, 41; deportation orders issued by other districts, referred here for ultimate execution, 14; aliens actually deported, 55; orders of deportation on hand but not executed at close of the present fiscal year, 100.

Chinese warrant cases to the total of 30 were considered, 15 of which were investigated, with the result that 1 Chinese was actually deported.

FINANCIAL AFFAIRS.

The amount allotted by the bureau for this district was \$8,500, while the expenditures for the year were \$12,492.97. A fine of \$1,000 was recovered during the year in a contract-labor case.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

One case of this character was pending at the close of the previous year and 4 new cases arose during the past fiscal year. These were disposed of as follows: Chinese ordered deported, 2; Chinese discharged, 1; cases pending at close of year, 2.

In view of the general attitude of the United States commissioners in dealing with occasional cases of Chinese throughout this district, I believe we are to be congratulated for successful results in 2 of the 3 cases which were brought to a conclusion during the past fiscal year.

CIVIL SUITS.

Three cases involving civil suits were pending at the close of the previous year. No new cases have arisen during the period covered by this report. One of the cases mentioned was closed by a judgment in favor of the defendant, while the other 2 remain pending.

CRIMINAL CASES.

Two criminal cases were pending from the previous year, and 2 new cases arose during the past fiscal year. In one of these the defendant was acquitted, in another the defendant was convicted and sentenced to 1 year and 1 day in the penitentiary, while 2 cases remain pending. In the case of Karl Avvid Anderson, this Swedish alien was apprehended at St. Louis and successfully prosecuted for the importation of a Canadian woman for an immoral purpose. He will be deported at the termination of his prison sentence. The woman in the case, and her child, also await the service of deportation warrants. In the case of *United States v. Schneider*, the defendant is held under bond of \$2,500 to the November grand jury for perjury in warrant proceedings.

WRITS OF HABEAS CORPUS.

Cases in which writs of habeas corpus were sued out number 14, and all but 4 of these were pending at the close of the previous fiscal year. Three of the cases were disposed of as follows: Defendant discharged by court, 1; alien killed, 1; writ denied and alien remanded to Immigration Service, 1. The remaining 11 are pending.

WHITE-SLAVE MATTERS.

There have been no developments in white-slave cases during the past year which differentiate them from the common run. No new cases have been sought out because of the impossibility of effecting deportation. The conditions heretofore reported remain virtually unchanged. Prostitutes driven out of the so-called segregated districts have settled in the respectable sections of all of our cities, but the pimp and slave driver still control the situation to a great extent. Successful prosecutions under the Mann Act have diminished interstate transportation of women for immoral purposes very greatly.

CONTRACT LABOR.

Numerous investigations of alleged violations of the contract-labor law have had attention, and while there is no reasonable doubt that the migration of Mexican laborers who immediately find employment on the southwestern railway lines is induced and in pursuance of offers or promises of work, yet no tangible proof sufficient for a basis for prosecution has been adduced.

INVESTIGATIONS.

The following investigations were conducted by the officers of this district: Cases of applicants for entry, 181; after temporary admission and admission under bond, 5; warrant cases, 81; naturalization matters, 98; others (estimated), 1,200. Investigations in Chinese matters were these: Applicants for admission, 7; preinvestigations, 18; warrant cases, 2; to determine lawful residence, 16; miscellaneous, 24.

As previously stated, the extent of the business transacted by the main and branch offices in this district is limited not by the work in sight but by the capacity of the sadly reduced force. All that is humanly possible is being done, showing a high percentage of comparative results with about 50 per cent of the former number of workers.

PERSONNEL.

I believe every employee now under my jurisdiction is conscientious and faithful in the discharge of his duties. Those stationed at Kansas City and Omaha deserve commendation, and the local force shows increasing competency and unusual loyalty and devotion.

INSPECTOR IN CHARGE, DISTRICT NO. 15, COMPRISING MONTANA AND IDAHO, WITH HEADQUARTERS AT HELENA.

DEPORTATIONS (EXPULSIONS).

During the year 269 warrant cases were considered, of which number 82 were investigated, resulting in the issuance of 36 warrants of arrest. The warrants issued, together with 38 pending from the previous year, were disposed of as follows: Warrants canceled, 16; warrants executed (deported), 24; escaped, 4; remained pending at the close of the year, 30. Of the 38 cases pending from the previous year 4 were for Chinese, in 2 of which the warrants have been canceled while 2 remained pending when the year ended. Only 1 of the cases pending from last year involved a Japanese.

FINANCIAL AFFAIRS.

The amount allotted to this district was \$3,200. Expenditures for the year amounted to \$3,119.38.

WHITE-SLAVE MATTERS.

During the year 1 man was deported for bringing a woman into the United States for an immoral purpose, and the woman so brought also was expelled. Restricted districts have been closed throughout Montana by an order of the attorney general. Consequently prostitution is not now carried on openly, but in rooming houses of questionable character. It is almost impossible to obtain evidence in these cases because of this situation. There is pending 1 case for bringing a woman into the United States for an immoral purpose, the woman as well as the man being under an order of deportation. As to the matter of alien prostitutes and persons living from or sharing in and deriving benefits from their earnings, no doubt some are left, most of the women being old in the business here and probably have not been out of the United States since prior to 1910.

SMUGGLING OPERATIONS.

As in reports submitted for previous years, Canadians having disposed of their holdings in Canada are constantly crossing into this State for the purpose of settling and homesteading. Because of the great distance between boundary ports and the fact that most of the settlers so coming formerly lived only a short distance north of the Canadian boundary, more time would be required to travel from their Canadian residence north to the nearest railroad point than would be consumed in traveling by rail into this State to the point where they intend to settle. In practically all of these

cases it is believed the aliens enter in good faith for the purpose of permanently settling upon homesteads and therefore only technically at most come under the heading "Smuggling operations." It is probable that this class of cases will diminish in numbers, as available homestead lands are becoming scarcer each year and also because of travel restrictions in Canada brought about by war conditions. It is not believed that there is any smuggling of Chinese across the boundary of either Montana or Idaho.

CHINESE PREINVESTIGATIONS.

During the year 16 applications were received from Chinese for preinvestigation of their status. In 15 of these return certificates were issued to the Chinese and in 1 the certificate applied for was denied.

INVESTIGATIONS.

The following investigations were conducted by the officers of this district during the past fiscal year: Cases of applicants for entry, 5; after admission under bond, 1; naturalization matters, 160; miscellaneous, 165. Investigations were conducted in the cases of Chinese in the following instances: Applications for admission, 13; preinvestigations, 16.

PERSONNEL.

The work of the limited corps in this district is thoroughly efficient, conscientious, and done always with a view to the best interest of the service.

INSPECTOR IN CHARGE, DISTRICT NO. 14, COMPRISING COLORADO, WYOMING, NEBRASKA, AND UTAH, WITH HEADQUARTERS AT DENVER.

DEPORTATIONS (EXPULSIONS).

There were 23 cases pending from the previous year, while during the past fiscal year 49 warrants were requested, 45 of which were issued, making a total of 68 cases handled, with the following results: Deported, 23; canceled, 11; died, 1; released on writs of habeas corpus, 2; sent to another district, 2; pending, 29. Of the 29 pending 19 have been ordered deported and await a change in the war situation which will permit carrying out of the order; 5 have not been found; 3 await department decision; 1 held to await action of other authorities.

FINANCIAL AFFAIRS.

The amount allotted to this district was \$2,000; disbursements were \$2,025.97.

WRITS OF HABEAS CORPUS.

At the close of the previous fiscal year there were 3 cases in which writs of habeas corpus had been petitioned for, in 2 of which the aliens were ordered released by the court while in 1 the alien was returned to our custody and subsequently deported.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Three Chinese persons were arrested during the year, 2 of whom were deported and the case of 1 remains pending.

CONTRACT LABOR.

Four contract-labor cases were pending from the previous fiscal year, while 1 new case arose. In these, 3 of the aliens were deported and in 2 the warrant proceedings were discontinued.

INVESTIGATIONS.

During the year investigations were made as follows: Naturalization matters, 41; applications for admission, 42; miscellaneous, 63. Investigations were also made in cases of 7 Chinese laborers who applied for return certificates, together with 1 involving an alleged merchant and 2 Chinese whose certificates of residence were forwarded to the bureau for cancellation. Numerous investigations in immigration and Chinese matters were made in which no action was taken and concerning which the keeping of a permanent record was not deemed necessary.

PERSONNEL.

The official force in this district consists of one inspector at the substation at Salt Lake City, Utah, and one inspector and the inspector in charge at Denver, Colo. An under clerk and stenographer to meet the requirements of the immigration and employment work is needed badly.

INSPECTOR IN CHARGE, DISTRICT NO. 20, COMPRISING ALASKA, WITH HEADQUARTERS AT KETCHIKAN.

APPLICATIONS.

The total number of aliens applying for entry to Alaska during the year was 3,923, of which number 3,912 were admitted and 11 debarred. Those admitted may be classified as follows: Immigrant aliens, 558; nonimmigrant aliens, 178; aliens in transit, 2,500; alien tourists, 676. There were also 8,596 United States citizens who reached Alaska and were admitted. Only 1,198 of this number represent those actually changing domicile from Canada to the United States, the remainder being merely in transit from points in the United States through Canadian territory to points in Alaska and tourists traveling on foreign vessels. The comparatively small number debarred is accounted for by reason of the fact that labor conditions in the Territory were never better than during the past year, the likelihood of immigrants not finding employment being reduced to a minimum. Also, it is believed that transportation companies have exercised greater care in the matter of bringing to Alaska aliens concerning whom there was a doubt as to admissibility. There was approximately an increase of 60 per cent in the number of statistical aliens admitted during the past year as compared with the previous year.

DEPORTATIONS (EXPULSIONS).

Investigations were made in the cases of 12 aliens reported by the United States marshal and others, resulting in the applications for 3 warrants of arrest, 2 of which were issued and deportation finally accomplished. One warrant of deportation unexecuted at the beginning of the year was executed. One arrest warrant was forwarded to the Seattle district for service, 1 warrant was sent here from that district to be served, and the case of 1 arrested alien is still pending. The causes of deportation follow: Importing a woman for an immoral purpose, 1; convicted of felony prior to entry, 1; contract labor, 1.

JAPANESE.

The privilege of proceeding in transit from one part of Canadian territory to another through Alaska was granted to 64 Japanese.

SEAMEN.

Applications for admission were made by 10 seamen, all of whom were admitted. Deserters to the number of 6 were reported during the year. Later 3 of these deserters were located, examined, and admitted.

FINANCIAL AFFAIRS.

The net amount allotted by the bureau for the operation of this district was \$1,200, while the expenditures reached the total of \$1,185.20.

INVESTIGATIONS.

During the past year 30 aliens who had entered the country without inspection were examined under the immigration law for the Naturalization Service. One investigation was made to establish the United States citizenship of a person whom the Canadian authorities desired to deport. Several other investigations were conducted, the most important being one made to determine whether or not the contract-labor features of the law had been violated in the admission from Canada of a number of experienced workers in the kippered-herring industry. In this case advance permission had been granted by the department for their admission.

WHITE-SLAVE MATTERS.

During the past year no arrests of women of the immoral classes were made in this district on immigration warrants. Undoubtedly there are many prostitutes in the Territory who are subject to deportation, but lack of a sufficient force of officers and the necessary funds has precluded any action along this line. Practically every town and mining camp in Alaska has its red-light district. It must be said to the credit of the United States marshals, however, that the male parasites who live off the earnings of fallen women have been driven to cover.

STATION AND EQUIPMENT.

Detention quarters never have been provided at any ports in this district. At the support of Skagway the officer is particularly handicapped in this respect, and it is hoped that the bureau will require the transportation line which brings passengers to this support to provide suitable detention quarters as required by section 23.

PERSONNEL.

The force of officers in this district remains the same as last year; i. e., one officer at each of the principal ports. The new statute imposes much additional work upon the inspectors, and it will be necessary to increase the number by at least one inspector with clerical qualifications. An officer from the Seattle district has been detailed for duty at Eagle, on the Yukon River, for service during the summer.

COMMISSIONER OF IMMIGRATION IN CHARGE OF DISTRICT NO. 1,
COMPRISING ALL CANADIAN SEAPORTS AND THE ENTIRE CANADIAN
BORDER, WITH HEADQUARTERS AT MONTREAL.

APPLICATIONS.

A total of 120,896 alien applicants for entry to the United States were regularly examined and registered, of which number 112,207 were admitted and 8,686 debarred. Of the total number of applications, 118,283 were made at Canadian border ports, 392 at Canadian Atlantic seaports, and 2,221 (including 96 Chinese) at Canadian Pacific seaports. There were no aliens debarred at the Atlantic seaports, and the percentage of aliens debarred at the Pacific seaports for the year was 1.08, while at border ports the percentage debarred was 7.32. In addition to those mentioned above 1,757 were refused examination owing to nonreceipt of payment of head tax; 1,979 (returned from the border for board of special inquiry hearing) failed to present themselves for examination; and 748 aliens referred to boards of special inquiry from railway stations and wharves also failed to present themselves for examination, making a total of 125,380 aliens applying for admission to the United States in this district during the year. At the same time 43,661 United States citizens, residents of Canada, returned to the United States for the purpose of taking up their permanent residence therein, and 50,519 aliens of the nonstatistical transient class were examined and admitted by border inspectors.

Chinese to the number of 619 applied for admission to the United States; 603 (including 512 in transit) were admitted and 16 debarred. These figures with respect to the direct movement of Chinese to the United States from the Orient through a Canadian port represent probably the last of such transactions to be reported, further migration of Chinese in this direction being prohibited by an amendment of the rules which became effective on October 25, 1916, limiting entry and departure of persons of Chinese race to certain specified United States seaports. A total of 227 Japanese applied for admission to the United States, 193 being admitted and 34 debarred. Of the total Japanese applicants examined 132 came from Japan direct, the remaining 95, many of whom held Canadian citizenship papers, being residents of Canada. Of the 132 coming from Japan only 4 were classed as "laborers."

DEPORTATIONS (EXPULSIONS).

During the year 2,371 deportation cases were considered; of this number, 837 were investigated, resulting in the serving of 1,803 warrants. Warrants to the number of 531 were canceled, while 490 were executed, the remainder being pending at the close of

the year. In addition, 301 aliens whose cases had arisen in other districts were deported to Canada. There were 9 warrants executed and 1 warrant canceled in Chinese cases during the year.

Investigation work performed by inspectors in this district during the past year was not only of great volume, but, because of conditions created by the war, much of said work was of the highest importance; and it is gratifying to be able to report that in each assignment where special tact and discretion was called for our officers quite uniformly have been able to meet the full requirements of the many difficult situations with which they have been called upon to deal.

The Canadian authorities during the year submitted to this office a total of 397 cases of United States citizens resident in Canada who, for one cause or another, had become deportable under Canadian law. The task of verifying the citizenship of this element was hitherto described as being a most difficult one; but despite the work involved, as practically all of such persons are undesirable, it of course becomes absolutely necessary that claims of United States citizenship be verified before permitting return of these persons to the United States. The deportation of United States citizens from Canada no doubt will continue, probably in increased number, and it would seem of the greatest importance that the proper department of our Government take up the matter of arranging some practicable plan for disposing of United States citizens (of the permanently dependent class) ordered deported from Canada but who by reason of absence have forfeited citizenship in the particular State of which last a citizen in the United States. Lack of provision for the care of such citizens is a source of constant friction and dispute between State authorities and our service; and while such discussions are going on citizens of the United States whose return thereto should be authorized promptly continue a charge upon the Canadian Government. To illustrate the necessity of bringing about such an arrangement as I have recommended above, a single specific case may be profitably quoted. In December, 1916, the city authorities of Halifax, Nova Scotia, reported for deportation to the United States the case of an insane woman and her three illegitimate children, all public charges in Nova Scotia. Investigation disclosed that the mother was born in the State of Massachusetts and that the three children were born in Connecticut. Under the laws of both of these States the above dependents had been absent in Canada a sufficient time to cause loss of citizenship originally acquired by birth in said States, and the authorities of the two States named are persistent in their refusal to allow the woman and children to return; so that the service is confronted with the anomalous situation of four recognized citizens of the United States being estopped from returning to the only subdivision of the Union where they had ever acquired domicile. The above case has been the subject of voluminous correspondence and numerous interviews with State officials covering a period of nine months, and is now no nearer a position where return of the dependents may be permitted than when the case was first reported, and the Nova Scotia government is compelled to continue the care of four citizens of the United States whose return to their own country should have been authorized promptly. The above is but one of many similar cases that might be cited, and it is greatly to be hoped that the bureau may find itself able to bring about a change in the conditions described.

FINANCIAL AFFAIRS.

The total amount allowed by the bureau for this district was \$35,000. The expenditures for the year amounted to \$29,067.57, leaving a balance of \$5,932.43.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

At the close of the previous fiscal year 1 Chinese case of this character was pending before a United States commissioner, 3 before district courts, and 1 before a circuit court of appeals, while 3 additional Chinese were arrested on United States commissioners' warrants during the past fiscal year. These were disposed of as follows: Chinese discharged, 2; deported, 4; 1 remains pending before a district court and 1 before a circuit court of appeals.

CIVIL SUITS.

There were 9 civil suits pending at the close of the preceding year and 1 new case arose during the year. Of these, 3 remain pending, 5 have been settled by compromise, 1 has been carried to the circuit court of appeals on writ of error, and in 1 the United States attorney decided against the institution of suit. The amount collected in this connection aggregates \$3,900 in addition to \$42.48 costs.

CRIMINAL CASES.

Four criminal cases were pending from the preceding year and 71 new cases were instituted during the year. These were disposed of as follows: Convicted (involving fines aggregating \$750 and prison sentences aggregating eight years and a half), 12; not prosecuted, 39; cases in which the grand jury failed to indict, 11; defendant discharged, 7; pending, 6.

By referring to the foregoing report covering prosecutions in this district for the past fiscal year, it will be observed that in a great number of instances the United States attorneys decided against prosecutions where a violation of section 3 of the act of February 29, 1907, was involved. Practically all of these cases embrace the attempt of a man to bring into the United States a female alien for immoral purposes. Notwithstanding the fact that the United States Supreme Court has ruled that a commercial feature is not necessary for a prosecution under the white-slave-traffic act, most United States attorneys still refuse to prosecute men who attempt to import alien women for an immoral purpose unless such commercial feature is present. Certainly if punishment is meted out to men who take women from one State to another in the United States, the men who bring into the United States alien women from a foreign country should be subjected to a much more severe punishment, for by so doing they add to the number of immoral women at present in the United States. As an indication of the extremes to which United States attorneys carry their opinion, I desire to state two cases which to my mind not only present a most flagrant violation of the immigration law, but at the same time display such immorality upon the part of the men involved that it would seem that any jury of honest men would find them guilty and that any judge would visit a most severe punishment upon them.

In one of the instances referred to a 16-year-old alien girl, mentally deficient, was brought across the border from Canada by wagon by a farmer who almost immediately seduced her. In addition to the immoral features involved in the case and the mentality of the alien, the latter was afflicted with ringworm, which rendered her inadmissible under our law, and a clear case apparently existed against the farmer not only for bringing into the United States a woman for an immoral purpose, but also for violation of section 8, which carried a fine of \$1,000 or imprisonment for a term not exceeding two years, or both such fine and imprisonment. In this particular instance the United States attorney decided against prosecution upon the ground that it would be difficult to prove that a violation of the contract-labor law was involved, which feature of the case was of course not given the slightest consideration by our service, since the alien was a domestic and therefore exempt from the operation of the contract-labor features of the law.

The other case which appears to merit particular attention is that of an alien who commenced cohabiting with his own niece when the latter was 17 years of age and subsequently brought her into the United States. As a result of their immoral relations two children were born to them. Notwithstanding that the man made no offer to marry his niece and thereby render legitimate her children, the United States attorney decided against prosecution.

Another feature of the report which would seem to warrant attention is the fact that there has not been a single civil action instituted in this district during the past fiscal year. This has not resulted from any decrease in the number of aliens who have been debarred as contract laborers, and therefore must be attributable to some other cause. In my last annual report I made mention of the change which was ordered by the department with respect to the manner in which cases involving a possible civil suit were to be handled, namely, report the cases to the department, which would in turn submit them to the Department of Justice for appropriate attention. Since this practice was inaugurated not a single civil action has been attempted, so far as the writer is informed. Before that system was put into effect many suits were instituted by the Government and brought to a successful conclusion, which undoubtedly had some effect at least in putting a stop to the importation of cheap labor from foreign countries by unscrupulous labor agents and employers of labor. Under the present system the only parties who suffer for a violation of the alien contract labor features of our law are the aliens themselves, who almost invariably are the innocent parties to the transaction.

Perhaps one of the most interesting cases which has arisen in this district during the present fiscal year is that of Edward Dempster Griffin, a native of the United States, who, on July 14, 1916, enlisted in the Canadian Army, taking the oath of allegiance to the King of England incident to such enlistment.

This man subsequently deserted, and, as he was most undesirable, proceedings were instituted looking to his deportation to Canada. During the course of the pro-

ceedings a writ of habeas corpus was sued out and the case came before the United States District Court for the Northern District of New York, presided over by Judge Ray. In a decision which went to some length into the various ramifications of citizenship, Judge Ray held that Griffin by voluntarily going to Canada and there enlisting in the army of that country and taking the oath of allegiance to the King of England thereby expatriated himself. However, as Griffin did not serve out the time of his enlistment, but instead deserted from the army, the department decided that the decision of Judge Ray did not squarely meet the issue as it affected the administration of the immigration law, since Griffin still owed allegiance to Great Britain at the time his case was considered by the court, and it was therefore not taken as a precedent in the handling of immigration matters. In order that the question may be definitely decided, it is greatly to be hoped that a case containing all the essential elements may come before the court for decision, as it goes without saying that there are vast numbers of citizens of the United States, both native and naturalized, who at present are abroad fighting in foreign armies and whom eventually our country probably will be called upon to readmit and possibly support for the remainder of their days. I am sure that it will be appreciated that the situation which now exists oftentimes creates considerable embarrassment, since the office of the United States consul in this city treats all natives of the United States who have enlisted in foreign armies as aliens, while this office treats them as having retained their United States citizenship. With two branches of the United States Government service in the same city working practically at cross purposes, it is possible that outsiders may obtain an unfavorable opinion concerning the workings of our Government.

WRITS OF HABEAS CORPUS.

In immigration matters, two writs of habeas corpus were sued out during the year, in both of which the aliens were discharged. Writs of habeas corpus in Chinese cases were pending from the previous year in 14 cases and 3 new writs were sued out during the past fiscal year. Two of these writs were dismissed by the district court, 4 by the circuit court of appeals, and 2 were sustained by the district court and 5 by the circuit court of appeals.

WHITE-SLAVE MATTERS.

During the year there were 240 prostitutes, 148 procurers, and 6 persons receiving proceeds of prostitution debarred by boards of special inquiry in this district. During the same time 71 prostitutes and 28 procurers or persons receiving proceeds of prostitution were deported under department warrants. In addition, 37 cases of aliens attempting to import alien women for an immoral purpose were reported to the United States attorneys, who advised against prosecution; 11 others so reported were carried to a successful conclusion; with respect to 18 further cases, the grand jury failed to indict in 10, in 5 the defendant was discharged by the United States commissioner, in 1 the indictment was nol-prossed, and 2 remain pending.

There has been no special movement on the part of States, municipalities, or private philanthropic organizations within this immigration district looking to the suppression of the white-slave traffic.

The records show that 602 women and girls were detained in immigration buildings in this district during the year; 52 were detained in jails; 56 in public institutions (State hospitals, county poor farms, etc.); 65 were cared for by private philanthropic organizations or semipublic institutions (Bethel Homes, Salvation Army, Florence Crittenton Homes, etc.); and 3,878 were held for examination where detention was not necessary, including a number who were lodged in convenient hotels or with private families (where such accommodations were available) when it was necessary for them to remain over night for examination by board of special inquiry—a total of 4,653.

In connection with the deportation of women and girls on the grounds of immorality, it should be reported that none was delivered to societies or women's organizations mentioned in rule 22 of the regulations. While some of these unfortunates may be of the class who would profit from proper attention from the societies mentioned, so far as this district is concerned the service has met with no response from officials of such organizations to its calls. Reports submitted by the various inspectors in charge for the past fiscal year would indicate that there is some betterment in conditions as regards the importation of women and girls for immoral purposes.

As shown above, there were numerous arrests and prosecutions covering violations of the law in the direction mentioned; but in the greater number of such cases the offenses were of the less flagrant character, and the punishment administered to offenders was in keeping therewith.

Officers of the service were successful in securing conviction in one particular case that is deserving of special mention: One John F. Cooley, temporarily residing at Kamloops, British Columbia, who had a wife residing at Vancouver, upon learning that a certain trained nurse employed at Kamloops was possessed of a considerable amount of funds, arranged, by traveling as man and wife, to take the young woman mentioned to Rochester, N. Y., where he kept her as his mistress until the woman's funds were exhausted, whereupon Cooley consummated a bigamous marriage with a young woman of respectability. His arrest followed as the result of information supplied by the unfortunate nurse imported from Canada, and by the united efforts of officers of the Immigration Service and the Vermont State authorities—the latter having prosecuted Cooley for bigamy—this consummate rascal was sentenced to the State prison for a period of three years.

The bureau will be gratified to learn that at the various border stations in this district its officers, in their efforts to enforce those provisions of the law which relate to the importation of women and girls for immoral purposes, continue to have the support of local police and other authorities.

CONTRACT LABOR.

The following is the record for the year concerning aliens debarred as seeking entry to the United States in violation of the alien contract labor laws:

A total of 859 aliens were debarred by boards of special inquiry as contract laborers. Of this number 358 appealed to the department, with the result that 48 were sustained and ordered admitted while 279 appeals were dismissed and exclusion ordered. There were 31 cases pending at the close of the year.

Comparing the foregoing figures with the record for the previous year, it will be observed that there was a falling off in the number of aliens excluded on account of the alien contract labor provision of the law of approximately 50 per cent. This unusual change as regards aliens seeking entry to take employment in the United States can be accounted for easily when we consider the industrial situation created in both Canada and the United States by continuance of the war. For military duty hundreds of thousands of Canada's best workers were drawn from industrial and farming centers, and to replace these men the demand for help of all kinds at high wages has been so abnormal that there has been little or no necessity for aliens resident in Canada to try to better their condition by seeking employment in the United States.

During the year there were 27 aliens deported on department warrants, the cause of expulsion being "contract labor"; and 8 aliens charged with violation of the contract labor provisions of our law returned to Canada of their own volition after department warrants for their arrest had been issued.

Fifty-five investigations, all important and many very extensive, were conducted during the year by inspectors employed under the appropriation made especially for the enforcement of the contract-labor law.

WORK OF MEDICAL OFFICERS.

Of the 120,896 aliens making application for admission to the United States through the various ports in this district last year, 462 were certified for diseases which served to debar them without right of appeal, and 5,052 were certified for mental or physical defects of less serious character but which proved important factors in placing said applicants among the excluded classes.

The foregoing figures, of course, afford little conception of the amount of work performed by medical officers in connection with the examination of aliens of the non-statistical class, which represents by far the major portion of the traffic from Canada to the United States.

In the enactment of the present immigration law Congress left little room for doubt that its Members were overwhelmingly in favor of restricting the incoming of mentally and physically defective aliens. The figures given above speak eloquently as to the need for the better medical inspection of aliens coming to the United States from Canada, for of the total number of aliens manifested the medical officers were able to give attention to only a minor portion, which means that each year thousands of aliens are being admitted to the United States across the land boundaries without that medical attention which our law seems clearly to demand.

The proper medical inspection of the millions of aliens who cross the border from Canada to the United States every year calls for additions to the medical force and its careful organization, and while some expense to our Government will be involved, there would be satisfaction derived from the knowledge that restriction in immigration so strongly favored by Congress was being accomplished by the exclusion of medically

undesirable aliens who are constantly filling our public institutions, thus placing upon the various State governments a burden which is giving rise to protests of no uncertain character.

SMUGGLING OPERATIONS.

The stringency of the Canadian regulations relative to citizens of that country and others leaving Canada has had a most deterrent effect on the smuggling industry.

The bureau will appreciate the advantage accruing from having officers on both sides of the border line when it comes to coping with the efforts of the smugglers.

The Canadian inspectors are active to the end that no persons of the military age shall be allowed to depart from Canada without the permit provided for in the Canadian order in council, and the result of the conditions above described is that the smuggling of aliens into the United States from Canada has been reduced to the minimum at least temporarily. Added to the above is the fact that there is an unprecedented demand for nearly all kinds of labor in Canada at most attractive wages, and until these favorable labor conditions are changed an improvement will be reflected in the situation with regard to smuggling along the border line.

During the year just ended there has been less activity among smugglers of Chinese along the Canadian border than in any like period within the writer's recollection, and the careful investigations of officers of the service lead me to the conclusion that during recent months this illegal traffic has been practically at a standstill. There appears to have been an absence of the customary anxiety on the part of Chinese in Canada, particularly the new arrivals, to enter into negotiations for delivery to points in the United States, and it is more or less natural that it should be so when it is considered that labor conditions have been exceedingly favorable in Canada, that new arrivals of Chinese have been very few, and that numerous industrial plants—notably munition factories—have taken on large working forces of Chinese at exceedingly high rates of pay. With conditions for making a living entirely favorable in Canada, and the chances of interception in the course of the smuggling operation greater than ever before, owing to the increased watchfulness of the border officers, Chinese who are prepared to risk unlawful entrance into the United States across the Canadian border at this time are extremely few.

The records show, however, that a total of 19 new prosecutions were instituted during the year on charges of Chinese smuggling, 8 convictions having been secured. As shown elsewhere in this report, 15 Chinese persons were arrested on department warrants during the year after being found to have entered unlawfully from Canada. There were 18 cases of the same class pending from the previous year, and a total of 9 Chinese were deported on immigration warrants.

CHINESE PREINVESTIGATION MATTERS.

Preinvestigations of Chinese cases to the number of 35 were considered during the year, in 32 of which the return certificate sought was granted, in 3 denied, and 1 was dropped.

INVESTIGATIONS.

During the year there were a total of 2,515 investigations conducted by officers in this district in regard to general immigrant matters and 181 investigations in connection with administration of the Chinese-exclusion laws and regulations, or a grand total of 2,696. These may be classified as follows: Cases of applicants for entry, 366; after temporary admission and admission on bond, 81; warrant cases, 837; naturalization matters, 334; others, 897. Investigations were made in the cases of Chinese applicants for admission to the number of 31; in warrant cases, 20; to determine lawful residence, 57; in connection with Chinese smuggling operations, 46; and to preinvestigate status of departing Chinese, 27.

PERSONNEL.

Assuming that it is the intention of the bureau and department to enforce the new immigration act as the text and spirit of the measure demands, experience of the service in this district thus far in applying the law prompts the suggestion that immediate steps should be taken looking to the introduction of a higher standard of inspection.

It is considered most fortunate that the law now in force became effective at a time when immigration was at a very low ebb; otherwise it is believed present inspection methods must have fallen far short of coping with any situation considered at all normal in character. The causes for which aliens may be excluded are something

like 45 in number. An officer incapable of memorizing the excluding causes named in the law and of making himself equally familiar with the many exempting provisions of the act, will be of little value in the enforcement of the new law when immigration resumes normal proportions.

Proper application of the new regulations demands the very closest study of such rules and then practical experience in their enforcement before an officer should be considered competent to carry out the requirements of the present law.

New appointees from present eligible registers are practically totally unacquainted with the requirements of the present law and regulations, some of them being unaware that any new legislation on the subject of immigration had been secured, and it will not be difficult for the bureau correctly to estimate the value of such help in carrying on inspection work aboard crowded trains and boats when decisions must be reached quickly and correctly if criticism and complaint from travelers and the transportation interests are to be avoided.

Such help as I have described in the foregoing is but an incumbrance under present conditions; hence my urgent appeal that the bureau aim for the installation of an inspection service that will be of an improved and much higher standard. The proper inspection of aliens under the terms of the new law calls for ability of a high order on the part of immigration officers, and the benefits expected from adoption of the measure will not be fully realized unless the personnel of the Immigration Service is given the attention it obviously demands.

In this immigration district, where the immense passenger movement from Canada to the United States is largely made up of a class of travel to whom our present immigration act has no application and yet whose correct status under the law must be determined by our officers, to enforce the measure without friction and trouble would seem to make it incumbent upon the department to assign no inspector to this district who does not possess the special qualifications which the conditions to be dealt with very clearly require in an officer.

Contentment amongst members of the service is a recognized essential when betterment of work is undertaken, and it is constantly apparent that the continuance of the seven-day week for many of the officers, long hours of duty for most officers, and the absence of any satisfactory system to provide promotions for all deserving officers constitute elements of unrest and discord that naturally operate to check approach to a higher standard of efficiency, the realization of which I consider to be of the utmost importance in this particular district. The efficiency of the service is bound to be improved whenever the department can supply the help necessary to allow officers to have one day's rest in seven, to limit working hours to the eight-hour basis as nearly as practicable, and then to put into effect some system—automatic in character—that will guarantee promotions at stated periods to all officers who by dint of hard work and unimpaired efficiency are entitled to such consideration.

SUPERVISING INSPECTOR, DISTRICT NO. 23, COMPRISING TEXAS (EXCEPT DISTRICT NO. 9), NEW MEXICO, ARIZONA, AND SOUTHERN CALIFORNIA, WITH HEADQUARTERS AT EL PASO.

APPLICATIONS.

Applications for admission, both permanent and temporary (nonstatistical), to the number of 147,119 were received and finally passed upon—an increase over the previous year of 39,089, or 36 per cent. The total number admitted was 139,922, the number debarred 7,197, the percentage of rejections being 4.8. While the total number passed upon, as above stated, exceeded the preceding year by 39,089, the total number of rejections was 869 less—this notwithstanding an increased rigidity of civil and medical examinations.

The greatly reduced percentage of rejections as compared with the preceding year denotes a gratifying improvement in the quality of immigration. The foregoing figures in the main embrace only newcomers; many thousands of aliens living in territory contiguous to the border, known as "locals," who daily pass to and fro in the pursuit of business or pleasure, not being recorded.

Of the 148 Japanese and Koreans who applied for admission 112 were admitted and 36 rejected. The majority of those admitted were former residents of the United States. There were only 47 Chinese who applied for admission at ports in his district, all of whom were admitted. Chinese and Japanese immigration into this district has been so light as to constitute a negligible factor.

Chinese to the number of 47 applied for admission, all of whom were admitted, no ground for their rejection being found under either the Chinese-exclusion laws or the immigration act.

DEPORTATIONS (EXPULSIONS.)

Warrant proceedings considered during the past fiscal year included the cases of 153 aliens pending from the previous year and 690 new warrants issued. These were disposed of as follows: Deported, 546; canceled, 86; escaped, 21; released on own recognizance, 3; pending at close of year, 187. Of the 187 pending at the close of the year 55 are for aliens serving sentences on criminal charges; 8 paroled for various causes; 4 awaiting disposition on habeas corpus proceedings; 69 deportations deferred; 46 awaiting department decision as to final disposition; and 5 cases in which warrants were unserved because for aliens of unknown whereabouts. In addition, 42 aliens whose cases originated in other districts were deported through this district. There were 25 warrants in Chinese cases pending from the previous year and 49 new warrants issued during the year. Of this number 59 were deported, 5 warrants canceled, and 10 are pending. Japanese warrants pending from the previous year numbered 8, while 51 new warrants were issued. Of these 45 were deported, 5 canceled, and 9 remained pending. As during the preceding year, the decrease in the number of departmental warrants issued has been confined to Chinese. The practice of permitting voluntary return to Mexico of those aliens whose sole offense has been the technical one of entry without inspection has been continued, with substantial financial and other advantages. Of course care is exercised to the end that those aliens of the immoral classes for whose return following formal deportation on such ground the statute provides criminal prosecution shall not be accorded this privilege. There were 311 aliens accorded the privilege referred to during the year.

APPLICATIONS WITHDRAWN BY ILLITERATES.

At El Paso during the two closing months of the fiscal year, in which the illiteracy provisions of the new immigration act were operative, 589 aliens disqualified thereunder on the preliminary tests elected to withdraw their applications for admission rather than press the same. Of this number 318 were males and 271 females. These aliens therefore were not carried in statistics or otherwise embraced within any report, though complete record by nationality, name, and sex, as well as the dates of their appearance, was made for future reference. The procedure temporarily adopted to meet an emergency, while perhaps on its face appearing somewhat unusual, did not in fact do violence to either the rights of the aliens involved or the interests of the Government, but effected a substantial economy in the time and labor of officers and employees. Similar procedure was of necessity observed at a number of other ports on the border.

APPLICATIONS NOT ENTERTAINED BY REASON OF NONPAYMENT OF HEAD TAX.

During the first 10 months of the year the application of but 1 alien failed of being entertained by reason of nonpayment of head tax; but in the closing months of May and June, during which Mexicans coming for permanent residence were assessed under the provisions of the new act, the applications of 1,192 aliens were rejected for the cause stated.

EMIGRATION TO MEXICO.

Though not required by the bureau, it is believed that the following information, based generally upon estimates furnished by the various ports of entry in this district, may be of peculiar interest at this time. The following figures as indicated, are approximate but are believed to be on the whole fairly accurate. There departed during the year 9,528 farmers and farm laborers; 20,927 industrial workers; 995 business men and merchants; and 24,217 women, children, and miscellaneous. It is safe to say 50 per cent of these departures occurred in the last three months of the fiscal year. The contributing causes in the order of their relative importance were: Fear of conscription and the high cost of living in this country; generally improved conditions in Mexico coupled with the fear of confiscation of property owned in that country; the promise of free land in Mexico; and industrial disturbances in the United States.

REFUGEES.

When the American expeditionary forces withdrew from Mexico in the early part of February last they were accompanied by refugees numbering 2,755, consisting of 197 Americans, 2,030 Mexicans, and 528 Chinese, nearly all of whom had been employed in some capacity with the expedition. Because of the evident danger to life threatening these refugees in event of their forced return to Mexico, they were permitted to enter when the American forces finally withdrew from Mexican soil.

Charge was at once taken of the foreign element and an arrangement speedily made for appropriate disposition of the Mexicans, most of whom had sufficient funds for immediate needs, while many had friends to whom they proceeded. Satisfactory disposition was made also of the cases of the Chinese, most of whom were taken into the Quartermaster's Department of the American Army under proper guaranties for their eventual departure from the country, others having either returned to China through United States territory or reentered Mexico, though a few were allowed to remain in the United States upon submission of satisfactory proof of their status as admissible Chinese.

SEAMEN.

During the year 293 vessels with alien crews numbering 6,679 whom it was necessary to inspect arrived at the ports of this district: Of the total there were 21 vessels carrying 947 Japanese seamen and 17 vessels having 104 Chinese among the crews. Seamen to the number of 29 applied for admission, of whom 27 were admitted, 1 rejected, and the case of 1 remains pending. There were 13 desertions, of which 6 were Japanese. Seamen to the number of 30 were discharged to reship.

ESCAPES, EXCLUSIVE OF SEAMEN.

There were 10 escapes during the year, itemized as follows: From detention quarters, 7; from vessel subsequent to rejection, 3.

STOWAWAYS.

There were 13 stowaways, of whom 4 (1 being of the Japanese race) were admitted and 1 escaped. The remaining 8 proceeded to ports of other districts with the intention of making application for admission. One workaway was admitted.

FINANCIAL AFFAIRS.

The sum of \$52,000 was allotted to this district to cover miscellaneous expenditures during the year just closed. Actual disbursements aggregated \$52,620.75, or an excess of \$620.75 over the amount originally provided.

Fines aggregating \$500 were assessed under section 9 of the act of February 20, 1907, one of which (for the sum of \$200) was remitted to the steamship company because the alien involved merely desired transshipment to Japan. A fine of \$180, assessed under section 15, was collected. Fines amounting to \$2,625 were assessed by the courts in criminal prosecutions. Judgment for \$1,000, together with \$36.75 costs, was obtained for violation of the alien contract laws. Forfeiture of bonds conditioned for the delivery of aliens resulted during the year in the collection of \$562.53, of which amount \$62.53 was accrued interest. There was also paid the sum of \$1,500 for forfeiture of three transit bonds. There are now pending several cases of bond forfeiture, covering both aliens who were granted the transit privilege and those released under department warrant.

CHINESE ARRESTED BEFORE UNITED STATES COMMISSIONERS AND COURTS.

Eighteen arrests arising under the provisions of the Chinese-exclusion act occurred during the year, with 24 cases pending at the close of the previous year, including defendants awaiting deportation or appeal. The majority of the Chinese whose deportation is sought are handled, of course, under department warrant proceedings, as are aliens in general. The time evidently is not far distant (and its approach is awaited with feelings of no little satisfaction) when all of the cases now pending before United States commissioners and district courts instituted under the Chinese-exclusion acts will be disposed of, and it will be possible to handle practically all cases arising by means of department warrants—a much more expeditious and satisfactory procedure.

The Chinese situation, so far as it relates to lack of concerted plans on the part of organized smugglers for illegal entries of such aliens, is still well in hand, due to the continued existence, in some measure at least, of the same factors which obtained when the last report was submitted. At one time during the year the outlook was rather disquieting, when it became apparent that several prominent smugglers at different places on both sides of the border had effected a powerful organization of theretofore conflicting interests, with the evidently determined purpose of reorganizing this once-lucrative but steadily disintegrating traffic. It was reported that there were 500 to 2,500 Chinese following in the wake of the American expeditionary

force then in Mexico exceedingly desirous of coming to the United States, allegedly by reason of divers perils which would attend residence in Mexico after the withdrawal of the American troops. The smugglers actually had made arrangements to have the majority of those Chinese surreptitiously brought into the United States, and literally hundreds of thousands of dollars were the dazzling stake sought by the emboldened operators. Time after time the smugglers had sought to break through the well-nigh impregnable defenses between El Paso and Nogales on the west and El Paso and Eagle Pass on the east, only to be impressed with the futility of their efforts. Subsequent attempts at various other points likewise proved unsuccessful.

CERTIFICATE CHINESE.

During the year 42 Chinese were "checked" out of El Paso. The same facts now exist respecting Chinese of this class as obtained in recent previous years, i. e., they are well-known local residents of El Paso or Chinese from other parts of the United States who had proceeded to El Paso for a visit or had stopped here temporarily or were en route to some other point, such transients and visitors having been properly recorded at some inspection station along the route of travel or "checked" into El Paso by an official at the union depot, so that there could be no doubt that such Chinese were at least *prima facie* lawfully residents of the United States.

CHINESE TRANSITS.

Ninety-five Chinese were admitted at Mexican border ports to pass out at other ports within the district; 705 admitted at Mexican border ports to pass out at ports outside of the district; 6 denied transit; and 167 admitted at ports outside of the district to depart at ports within district No. 23.

CRIMINAL CASES.

Twenty-seven persons awaited trial on criminal charges at the close of June 30, 1916, while 74 persons were arrested during the fiscal year just ended. Of this number 11 were pending at the close of the year. The remainder have been disposed of as follows: Convicted (involving prison sentences aggregating 24 years, 11 months, and 19 days, and fines amounting to \$2,625), 50; acquitted, 3; indictments dismissed, 11; grand jury failed to indict, 18; escaped, 8; awaiting trial, 11.

WRITS OF HABEAS CORPUS.

Writs of habeas corpus pending from the previous year totaled 7, and 8 new writs were sued out. Of this number 10 were denied, while 5 remained pending at the close of the year.

WHITE-SLAVE MATTERS.

During the past year 573 sexually immoral aliens were debarred, 567 of whom were of Mexican race and 6 of other races. Of the Mexicans 81 were prostitutes, 225 were women or girls coming for an immoral purpose, 260 were men bringing women or girls for an immoral purpose, and 1 was found supported by or receiving in whole or in part the proceeds of prostitution. Of the other races 3 were women coming for an immoral purpose, 2 were men bringing women or girls for an immoral purpose, and 1 a female importer.

Approximately 70 per cent of the convictions secured in this district during the past year were of persons of the sexually immoral classes. Fifteen persons were convicted of bringing women or girls for purposes of prostitution or other immoral purpose. Nineteen prostitutes were convicted of returning to the United States subsequent to deportation. Three defendants have been indicted but not yet tried, charged with having brought women or girls to the United States for purposes of prostitution or other immoral purpose. These defendants are fugitives from justice, and in the case of 1 a \$2,500 bond has been ordered forfeited. One defendant has been held for the action of the grand jury on a like charge. Three prostitutes are awaiting action of the grand jury on the charge of having returned to the United States subsequent to deportation.

Nearly one-half of the aliens deported from this district were of the sexually immoral classes: One hundred and seventy-one prostitutes; 38 procurers and persons bringing women or girls for an immoral purpose; 12 persons receiving, sharing in, or deriving benefit from the proceeds of prostitution; 7 persons found employed by, in, or in connection with houses of prostitution; and 34 women and girls who at the time of entry were coming for an immoral purpose. Of the total of 262 sexually immoral aliens deported from this district, 246 were of Mexican race and nationality.

CONTRACT LABORERS.

Out of a total of 38 cases involving contract-labor violations during the year, 51 prospective witnesses were detained, together with defendants. Associated with, accompanying, or dependent upon some of the detained witnesses (but not held) were 100 persons, men, women, and children. In connection with the foregoing, 36 investigations were conducted by immigration officers.

WORK OF THE MEDICAL OFFICERS.

As in the previous year the medical officers assigned to duty in this district, primarily with a view to the inspection of arriving immigrants, have devoted much energy to the eradication of typhus. The several ports of the border east of and including El Paso are now apparently well manned and equipped for this work; the *modus operandi*, while to some extent increasing the work of the immigration officers, as a whole served to render the enforcement of the immigration act more effective. Generally speaking the heartiest cooperation marked the relations of the Public Health and immigration officers. It may be said that the past year has been characterized by an increase in the rigidity of medical inspections.

SMUGGLING OPERATIONS.

The repressive measure mentioned in the last annual report employed previous to the beginning of the fiscal year just ended to cope with a threatened influx of Hindus via the "underground route" had the desired result, for during the past year there has been but little activity on the part of aliens of this race. The situation, so far as it concerns illegal entry of those aliens, is well in hand, and there seems to be no indication of a resumption in the near future of the unlawful activity.

Previous to the close of the present fiscal year, according to the reports from various sources, several hundred Japanese aliens of an undesirable class had foregathered in Lower California from all parts of Mexico with the object in view of effecting surreptitious entry. Investigations since made have served to dispel the uneasiness occasioned by these reports. There is a resident Japanese population of many thousands in southern California located in the cities and towns as well as many among the outlying ranches; and once an alien of this race crosses the boundary without inspection and reaches a point where he can intermingle with others of his countrymen his arrest and deportation were attended by many difficulties. So long, however, as the defenses which have hitherto been opposed to the clandestine entry of this class of aliens along the southern boundary are continued unimpaired it is confidently believed that no pressure brought to bear or incentive offered by higher wages and living standards in this country will materially alter the very satisfactory conditions which have obtained in the past several years.

SETTLEMENTS OF ALIENS.

Generally speaking every village, town, and city within 200 or 300 miles of the border has its distinctive Mexican settlement, comprising anywhere from 25 per cent to 50 per cent of the population; and in some instances the people of this race even predominate.

CHINESE PREINVESTIGATIONS.

Three cases of Chinese for preinvestigation were investigated, in all of which certificates were granted.

INVESTIGATIONS.

The following investigations were conducted in this district during the year: Applicants for admission, 117; for admission temporarily or under bond, 7; warrant cases, 777; naturalization matters, 228; miscellaneous, 773. With reference to Chinese matters the following investigations were conducted: Applicants for admission, 144; preinvestigations, 138; after temporary admission, 11; warrant cases, 50; to determine lawful residence, 133; miscellaneous, 223. Attention is again called to the almost illimitable scope of miscellaneous investigations and the impossibility of the present clerical force keeping accurate account of same for statistical purposes.

ALIEN ENEMIES.

Since the issuance of the President's proclamation of April 6, 1917, there were considered in this district 43 straight applications for permission to enter; 2 straight applications for permission to depart; 7 applications to enter in conjunction with an equal

number to depart; and 14 applications to depart in conjunction with an equal number to enter, or a total of 66 applications, involving 60 alien enemies. Six filed second applications.

PERSONNEL.

This year has been marked by more numerous and more serious losses in the force of the district than in any previous period of the same duration since its organization. The bureau is so thoroughly familiar with the underlying causes as to render detailed discussion thereof superfluous. In brief, however, it may be said that among the most important of those contributing causes have been the greater inducements, particularly of a financial nature, held forth by different industries with which the Government has not even attempted to compete. The cost of living, at all times high in this district as compared with that in other districts, has become during the past year, such as to render the continuance in the service of some of the officers having families and other dependents to support an impossibility. Others in no inconsiderable number have joined the military forces of the United States; others have been assigned to duty with other departments for the performance of work developed by the entry of this country into the world war. At the rate of pay prevailing it has been impossible to secure and retain an adequate and competent stenographic staff at any point throughout the district. This difficulty is one of the most serious and far-reaching in its demoralizing effects of any with which the administrative officers are confronted.

The shrinkage of the force has resulted inevitably in placing additional burdens upon those who remained, and, regrettable as it is to relate the fact, there has been a steadily growing sentiment of dissatisfaction and discontent among the officers in this district through failure to receive what they believe due them in the way of financial recognition. However, despite the conditions engendered by these untoward circumstances the results attained have been upon the whole of a highly satisfactory character; and to those officers and employees who have made the many personal sacrifices necessary to accomplish the same, and who have stood loyally and uncomplainingly by in the face of unusual discouragements, all praise is due and is here unreservedly recorded.

REPORT
OF THE
CHIEF OF THE CHILDREN'S BUREAU

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FIFTH ANNUAL REPORT

OF THE

CHIEF, CHILDREN'S BUREAU.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, October 8, 1917.

SIR: I have the honor to transmit herewith the fifth annual report of the Children's Bureau for the fiscal year July 1, 1916, to June 30, 1917.

INTRODUCTORY.

The duty assigned to the Children's Bureau by the act of April 9, 1912, which created it, is "to investigate and report upon all matters pertaining to the welfare of children." By your designation of the Children's Bureau to enforce the United States Child Labor Act under the power conferred upon you by section 3 of that act and by the appropriation of April 17, 1917, to the Child Labor Division of the Children's Bureau the scope of the bureau has been enlarged in the past year to include an administrative duty.

In the period covered by this report the three types of work now assigned to the bureau have gone forward: (1) Investigation, carried on by field studies and by research; (2) reporting, through the publication of bulletins embodying the results of investigations and research, by the preparation of popular material for the press, of exhibit and Baby-Week material, by conferences for the hygienic examination of well children, by correspondence, and by such other methods as can properly be employed to report the bureau's findings to the largest possible audiences; (3) administration, through the preliminary work incident to the prompt and equitable enforcement of the Child Labor Act, which began as soon as the appropriation became available.

War affects child welfare fundamentally and in many ways. Hence it was inevitable that the fact of war should have an immediate influence upon the bureau's activities from the date of the declaration, and the special studies made because of the problems of child welfare which war creates or renders more acute are described later in this report. The experience of Europe proves that the subject upon which the bureau has thus far expended a large share of its effort, infant welfare, at once becomes of increased public urgency in a country at war.

The report discusses especially:

1. The United States Child Labor Act and its enforcement.

2. Infant welfare, with special reference to the care of maternity and infancy.
3. A study of child welfare in the warring countries, and the bearing of foreign experience on the protection of children in this country.
4. June resolutions, containing recommendations for child welfare in war time.
5. A summary of the bill for soldiers' compensation and insurance.
6. Legal studies.
7. Problems of defect, dependency, and delinquency especially as affected by war.
8. A plan for public protection of maternity and infancy with Federal aid.

UNITED STATES CHILD LABOR ACT.

The United States Child Labor Act became effective on September 1, 1917, one year after its passage. It provides:

That no producer, manufacturer, or dealer shall ship or deliver for shipment in interstate or foreign commerce any article or commodity the product of any mine or quarry, situated in the United States, in which within 30 days prior to the time of the removal of such product therefrom children under the age of 18 years have been employed or permitted to work, or any article or commodity the product of any mill, cannery, workshop, factory, or manufacturing establishment, situated in the United States, in which within 30 days prior to the removal of such product therefrom children under the age of 14 years have been employed or permitted to work, or children between the ages of 14 years and 18 years have been employed or permitted to work more than eight hours in any day, or more than six days in any week, or after the hour of 7 o'clock postmeridian, or before the hour of 6 o'clock antemeridian.

On April 17, 1917, Congress appropriated \$150,000 for the enforcement of the law and for the necessary work preliminary to its actual operation, and established the Child Labor Division in the Children's Bureau for this purpose.

The staff of the division consists of a director, assistant director, and the necessary office force, with a field force of inspectors and assistant inspectors. All appointments to this division are under the Federal civil-service law. Miss Grace Abbott, of Chicago, was appointed director under Rule II, section 10, of the civil-service rules.

Special examinations were held for the other positions. The examinations for assistant director and inspectors were nonassembled, candidates being required to submit to the Civil Service Commission by mail plans for the actual administration of the law, statements of training and experience, and the names of persons as references who have first-hand knowledge of the candidate's work and from whom the commission can secure reliable confidential information.

The examinations for assistant inspectors consisted of practical questions designed to bring out the ability of candidates to understand the law and to perform properly the actual duties imposed upon inspectors. All the examinations have the invaluable new feature of an oral test for those who attain a passing grade in the written tests whether assembled or nonassembled. Permanent appointments will be made after the results of the examinations are announced by the commission.

The bureau had from its first organization given much attention to the subject of child-labor laws and their administration. A con-

siderable body of material was therefore available for the use of the new division as to the provisions of the laws and their administration in the various States.

The United States Child Labor Act provides that rules and regulations for its enforcement shall be approved and published by a board consisting of the Attorney General, the Secretary of Commerce, and the Secretary of Labor. This board is referred to as the Child Labor Board.

It was determined that tentative rules and regulations should be drafted and public hearings held upon them, so that the form finally adopted might have the benefit of criticism and suggestions from employers, State labor-law officials, and any others interested in the matter.

An advisory committee was designated by the board to prepare tentative rules and regulations. It consists of Hon. Louis F. Post, Assistant Secretary of Labor; Hon. Edwin F. Sweet, Assistant Secretary of Commerce; and Hon. J. Wilmer Latimer, judge of the Juvenile Court of the District of Columbia, representing the Attorney General. This committee prepared a tentative draft of rules and regulations in conformity with the act and so far as practicable based upon the usage of Government bureaus having analogous law-enforcement duties. The experience of the Bureau of Chemistry was especially valuable, since, like the Children's Bureau, it combines the functions of a research bureau with the administration of a regulatory statute. Officials of the Post Office Department, the Bureau of Internal Revenue, and of the Division of Markets of the Department of Agriculture gave further helpful suggestions. Representatives of the National Child Labor Committee, who had drafted the law, were also consulted in the formulation of the rules.

The tentative rules and regulations were printed and widely distributed in advance, together with a notice that a hearing would be held in Washington on July 24, 1917, which those interested were invited to attend personally or by representatives. A hearing was also held on July 27, to which the State officials charged with the enforcement of child-labor laws and compulsory-education laws were especially invited.

The proposed rules and various considerations directly affecting enforcement were discussed at these hearings, and suggestions for changes were made. All suggestions were later considered by the advisory committee and so far as practicable were incorporated into the draft of the rules and regulations submitted to the Child Labor Board. After consideration by the board a final form was approved and announced, August 14, 1917.

Section 5 of the act provides that "In any State designated by the board, an employment certificate or other similar paper as to the age of the child, issued under the laws of that State and not inconsistent with the provisions of this act, shall have the same force and effect as a certificate herein provided for."

This provision affords a means of avoiding the cost and inconvenience of separate certificates issued by both Federal and State Governments. Accordingly on February 19, 1917, the Child Labor Board sent a letter to the governor of each State. In this communication the board outlined the probable maximum requirements for proof of age for Federal certificates; and suggested that States

whose requirements were not substantially equivalent to them give some State officials administrative power within the State similar to the power of the Federal Child Labor Board, or enact the requirements for proof of age named by the Federal board. The board stated it as their belief that the adoption of either suggestion would enable the board to accept State certificates.

Many legislatures had adjourned before the letter to the governors was received. Certain of these States already had child-labor laws and methods of administration equivalent to the requirements of the United States Child Labor Act and of the rules and regulations.

A number of the States acted on the suggestions made in the board's letter to the governors. In Arkansas, Kansas, and Vermont the State labor or industrial official was authorized to prescribe rules and regulations in regard to the evidence of age which may be accepted in the issuance of work permits or certificates, provided that the rules comply substantially with those laid down by the United States Child Labor Board. In a number of States, notably Wisconsin and Rhode Island, discretion was already lodged in a State board or officer and they have agreed, in the interests of uniformity, to follow the proof required by the United States Child Labor Board.

Illinois, Oklahoma, and Tennessee adopted substantially the evidence recommended by the board in its letter to the governors.

Standards of hours and ages were raised in a number of States during the 1917 legislative sessions. For example, in Arkansas compulsory education for children between 7 and 15 was made general throughout the State and the period of school attendance increased from one-half to three-fourths of the session; in Illinois the minimum educational requirement was made completion of an equivalent of the fifth grade in the public school and the ability to read and to write legibly simple sentences in the English language. In Michigan and Texas the minimum age was raised. In Vermont and Wisconsin the eight-hour day for children between 14 and 16 years of age was adopted.

There is still great difference in the evidence of age required in the issuance of certificates by various State statutes, and even greater difference in the administrative practices.

It has been decided by the Child Labor Board that the State certificates of age shall be accepted in certain designated States for six months pending investigation. This will permit a more permanent decision on the basis of an actual examination of the methods of issuing certificates in the designated States. In States in which the issuing of Federal certificates is necessary a force of issuing officers was sent in advance of September 1 to secure evidence of age. This was done in order that certificates might be furnished without the necessity for undue interruption or inconvenience to employers or employees. After the 1st of September issuing officers were assigned to regular routes so arranged as to serve as well as possible the convenience of operatives and employers. In a few States Federal certificates are being issued by designated State officials.

As a working basis of cooperation between Federal and State inspectors, the Secretary of Labor has commissioned as inspectors under the United States Child Labor Act State officials who are

charged under the State statutes with the enforcement of the State child-labor laws. This authorizes State inspectors to search records for evidence of shipment in interstate or foreign commerce when they find in the course of their regular inspection that the standards laid down in section 1 of the United States Child Labor Act have been violated. Inspectors of the Child Labor Division also will make inspection in these States on complaints of violations received as well as on the initiative of the division.

As questions of practical administration arise from time to time, answers to which are of general importance to those affected by the law, copies of such answers are issued to the Child Labor Division mailing list under the title of "Opinions of General Interest." Service and regulatory announcements also will be issued as occasion demands.

The first rules and regulations, issued August 14, 1917, are as follows:

Regulation 1. Certificates of age.—Certificates of age, in order to protect the producer, manufacturer, or dealer from prosecution, shall be either:

1. Federal age certificates issued by persons hereafter to be designated by the board for children between 16 and 17 years of age when employment in or about a mine or quarry is contemplated and for children between 14 and 16 years of age when employment in a mill, cannery, workshop, factory, or manufacturing establishment is contemplated. Such certificates shall contain the following information: (1) Name of child; (2) place and date of birth of child, together with statement of evidence on which this is based, except when a physician's certificate of physical age is accepted by the issuing officer, in which case physical age shall be shown; (3) sex and color; (4) signature of child; (5) name and address of child's parent, guardian, or custodian; (6) signature of issuing officer; and (7) date and place of issuance.

2. Employment, age, or working certificate, permit, or paper issued under State authority in such States as are hereafter designated by the board.

Regulation 2. Proof of age.—Persons authorized by the board to issue age certificates under the authority of this act shall issue such certificates only upon the application in person of the child desiring employment, accompanied by its parent, guardian, or custodian, and after having received, examined, and approved documentary evidence of age showing that the child is 14 years of age or over if employment in a mill, cannery, workshop, factory, or manufacturing establishment is contemplated, or that the child is between 16 and 17 years of age if employment in or about a mine or quarry is contemplated; which evidence shall consist of one of the following-named proofs of age, to be required in the order herein designated, as follows:

(a) A birth certificate or attested transcript thereof issued by a registrar of vital statistics or other officer charged with the duty of recording births.

(b) A record of baptism or a certificate or attested transcript thereof showing the date of birth and place of baptism of the child.

(c) A bona fide contemporary record of the date and place of the child's birth kept in the Bible in which the records of the births in the family of the child are preserved, or other documentary evidence satisfactory to the Secretary of Labor or such person as he may designate, such as a passport showing the age of the child, a certificate of arrival in the United States issued by the United States immigration officers and showing the age of the child, or a life insurance policy; provided that such other satisfactory documentary evidence has been in existence at least one year prior to the time it is offered in evidence; and provided further that a school record or a parent's, guardian's, or custodian's affidavit, certificate, or other written statement of age shall not be accepted except as specified in paragraph (d).

(d) A certificate signed by a public-health physician or a public-school physician, specifying what in the opinion of such physician is the physical age of the child; such certificate shall show the height and weight of the child and other facts concerning its physical development revealed by such examination and upon which the opinion of the physician as to the physical age of the child is based. A parent's, guardian's, or custodian's certificate as to the age of the

child and a record of age as given on the register of the school which the child first attended or in the school census, if obtainable, shall be submitted with the physician's certificate showing physical age.

The officer issuing the age certificate for a child shall require the evidence of age specified in subdivision (a) in preference to that specified in any subsequent subdivision and shall not accept the evidence of age permitted by any subsequent subdivision unless he shall receive and file evidence that the evidence of age required by the preceding subdivision or subdivisions can not be obtained.

Regulation 3. Authorization of acceptance of State certificates.—States in which the age, employment, or working certificates, permits, or papers are issued under State authority substantially in accord with the requirements of the act and with regulation 2 hereof may be designated, in accordance with section 5 of the act, as States in which certificates issued under State authority shall have the same force and effect as those issued under the direct authority of this act, except as individual certificates may be suspended or revoked in accordance with regulations 4 and 8. Certificates in States so designated shall have this force and effect for the period of time specified by the board, unless in the judgment of the board the withdrawal of such authorization at an earlier date seems desirable for the effective administration of the act. Certificates requiring conditions or restrictions additional to those required by the Federal act or by the rules and regulations shall not be deemed to be inconsistent with the act.

Regulation 4. Suspension or revocation of certificates.—SECTION 1. Whenever an inspector duly authorized under this act shall find that the age of a child employed in any mill, cannery, workshop, factory, manufacturing establishment, mine, or quarry as given on a certificate is incorrect, or that the time record is not kept in accordance with regulation 8, he shall notify the child, the employer, and the issuing officer that the certificate or the acceptance of a State certificate for the purposes of this act is suspended and indicate such suspension on the certificate or certificates.

SEC. 2. A statement of the facts for which the suspension was made shall be forwarded by the inspector to the Secretary of Labor, or such person as he may designate, who will either (a) revoke or withdraw the certificate or the acceptance of the certificate, or (b) veto the suspension, as in his judgment the facts of the case warrant.

Due notice shall be sent to the child's parent, guardian, or custodian, to the employer, and to the issuing officer of the action taken in regard to a suspended certificate.

SEC. 3. If the suspension of a certificate be vetoed, a new certificate shall be issued upon the surrender of the one suspended. If for any reason such new certificate can not be obtained from a State issuing officer, the notice of the veto if attached to a suspended certificate shall be recognized and accepted as meeting the requirements of section 5 of the act.

Regulation 5. Revoked or suspended certificates.—A revoked or suspended certificate will not protect a producer, manufacturer, or dealer from prosecution under section 5 of the act after notice of such suspension or revocation, except as provided in regulation 4.

Regulation 6. Hours of employment.—In determining whether children between 14 and 16 years of age have been employed more than eight hours in any day the hours of employment shall be computed from the time the child is required or permitted or suffered to be at the place of employment up to the time when he leaves off work for the day, exclusive of a single continuous period of a definite length of time during which the child is off work and not subject to call.

Regulation 7. Days of employment.—A child may not be employed for more than six consecutive days.

Regulation 8. Time record.—SECTION 1. A time record shall be kept daily by producers or manufacturers, showing the hours of employment in accordance with regulation 6, for each and every child between 14 and 16 years of age, whether employed on a time or a piece-rate basis.

SEC. 2. Certificates of age for children employed in any mine or quarry or in any mill, cannery, workshop, factory, or manufacturing establishment may be suspended or revoked for failure on the part of a manufacturer or producer to keep time records as required by this regulation or for false or fraudulent entries made therein.

Regulation 9. Inspection.—An inspector duly authorized under this act shall have the right to enter and inspect any mine or quarry, mill, cannery, workshop, factory, or manufacturing establishment, and other places in which

goods are produced or held for interstate commerce; to inspect the certificates of age kept on file, time records and such other records of the producer or manufacturer as may aid in the enforcement of the act; to have access to freight bills, shippers' receipts, or other records of shipments in interstate or foreign commerce kept by railroads, express companies, steamship lines, or other transportation companies so far as they may aid in the enforcement of the act.

Regulation 10. Obstructing inspection.—SECTION 1. It shall be the duty of a producer or manufacturer to produce for examination by an inspector the certificates of age kept on file and any child in the employ of a manufacturer or producer whom the inspector may ask to see. Concealing or preventing or attempting to conceal or prevent a child from appearing before an inspector or being examined by him or hindering or delaying in any way an inspector in the performance of his duties shall be considered an obstruction of inspection within the meaning of section 5.

SEC. 2. No owner, manager, or other person in charge of premises or records shall be subject to prosecution for obstruction of inspection if the inspector shall refuse upon request to submit his identification card for examination by such owner, manager, or other person.

Regulation 11. Removal.—Withdrawal for any purpose of an article or commodity from the place where it was manufactured or produced constitutes a removal thereof within the meaning of the act; and the 30-day period within which employment of children contrary to the standards prescribed in section 1 of the act results in prohibiting shipment in interstate or foreign commerce shall be computed from that time.

Regulation 12. Guaranty.—SECTION 1. A guaranty to protect a dealer from prosecution under section 5 of the act shall be signed by and contain the name and address of the manufacturer or producer; it shall be specific, covering the particular goods shipped or delivered for shipment or transportation, and shall not be a general guaranty covering all goods manufactured or produced or to be manufactured or produced by the guarantor. It may be incorporated in or attached to or stamped or printed on the bill of sale, bill of lading, or other schedule that contains a list of the goods which the manufacturer or producer intends to guarantee.

SEC. 2. A dealer shipping goods from a State other than the State of manufacture or production does not require a guaranty in order to be protected from prosecution. (See sec. 6 of the act.)

SEC. 3. A guaranty substantially in accordance with the following forms will comply with the requirements of the act:

For products of mines or quarries—

(I or we), the undersigned, do hereby guarantee that the articles or commodities listed herein (or specify the same) were produced by (me or us) in a mine or quarry in which within 30 days prior to removal of such product therefrom¹ no children under the age of 16 years were employed or permitted to work.

(Name and place of business of producer or manufacturer.)

(Date of removal.)

For products of a mill, cannery, workshop, factory, or manufacturing establishment—

(I or we), the undersigned, do hereby guarantee that the articles or commodities listed herein (or specify the same) were produced or manufactured by (me or us) in a (mill, cannery, workshop, factory, or manufacturing establishment) in which within 30 days prior to the removal of such product therefrom¹ no children under the age of 14 years were employed or permitted to work, nor children between the ages of 14 years and 16 years were employed or permitted to work more than eight hours in any day or more than six days in any week, or after the hour of 7 o'clock p. m. or before the hour of 6 o'clock a. m.

(Name and place of business of producer or manufacturer.)

(Date of removal.)

Regulation 13. Alteration and amendment of regulations.—These regulations may be altered or amended at any time without previous notice by the board as constituted in section 2 of the act.

¹ During the month of September, 1917, a manufacturer or producer may substitute for the clause "within 30 days prior to the removal therefrom" the clause "on and after September 1, 1917."

Soon after the law went into effect the Childrens' Bureau received a complaint from a State commissioner of labor stating that children were employed on a certain Government reservation. They were working in restaurants, laundries, and similar establishments not engaged in interstate commerce, to which therefore the United States Child Labor Act does not apply.

The complaint was brought to the attention of the Secretary of War, who, in order to make conditions in Army forts and posts conform to the standards laid down by the United States Child Labor Act, issued the following instructions through The Adjutant General:

1. That on Government reservations children under 14 years of age are not to be employed.
2. That children between 14 and 16 years of age are not to be employed (a) more than eight hours in any workday, (b) more than six days a week, (c) before 6 a. m. or after 7 p. m.
3. In order to enforce these standards it is desired that certificates be demanded and kept on file for every child between 14 and 16. * * *
4. In determining whether children between 14 and 16 have been employed more than eight hours in any day the hours of employment shall be computed from the time the child is required or permitted or suffered to be at the place of employment up to the time when he leaves off work for the day, exclusive of a single continuous period of a definite length of time during which the child is off work and not subject to call. All employers on Government reservations shall be required to keep a daily time record showing the hours of employment for each and every child between 14 and 16 years of age.

INFANT WELFARE.

INFANT MORTALITY INQUIRY.

The infant mortality inquiry was the first field investigation of infant welfare undertaken by the bureau. It was begun in 1913 during the first year of the bureau's existence, and was designed to continue over a considerable number of years. The approach and method were in large measure new. It did not attempt a medical discussion of causes of death; it was planned rather to show the economic, civic, and family conditions surrounding infants in a series of typical communities. Most of the localities chosen for study have been industrial cities with a high infant mortality rate.

Cities are selected in which births are registered, and the babies born in the given year are studied so as to learn the circumstances under which each child has lived or died during the 12 months following his birth. The essential facts are obtained from the mothers, who are visited by the woman agents of the bureau. Most generous assistance has been afforded by the mothers, who are of course under no legal obligation to give information but whose aid alone makes the inquiry possible. The extent of their help is indicated by the fact that more than 13,000 babies were considered in the eight cities mentioned below, and only eight mothers refused to give the information needed.

Publicity was necessary for this inquiry in order to secure the understanding and good will of mothers; and press, pulpit, civic authorities, and clubs aided in making clear that it is the purpose of the study to learn how best to safeguard the lives and health of babies.

The bureau has undertaken studies in no city except with the cooperation of the authorities, and has been obliged to refuse many requests for local studies because of lack of field and office force to do the work.

Field studies have been completed in eight cities ranging in population from 21,550 to 96,652 according to the census of 1910 and differing widely in characteristics. The cities embrace a choice residential suburb and towns in which the chief industries are steel, textiles, shoes, metals, and rubber: Johnstown, Pa., Montclair, N. J., Manchester, N. H., Brockton, Mass., Saginaw, Mich., New Bedford, Mass., Waterbury, Conn., and Akron, Ohio. Reports have been published or are now ready for publication.

In certain of these towns many married women, mothers of babies included in these studies, are employed in mills and factories; in others, as in the suburb and the steel town, women are not employed industrially, although many perform arduous work at home, including the keeping of boarders and lodgers.

A field study has been completed in Baltimore, a city of cosmopolitan character with a population of 558,485, and the report will be written as promptly as possible. Baltimore, with 13,634¹ babies born in 1915, gives figures whose great size will permit a helpful comparison with those of the smaller cities upon which reports have been prepared, and a comparison of the statistical data for Baltimore with those of the eight other cities will be issued without waiting for the completion of further studies.

All these reports have more than a local value in any case, but in view of the prompt efforts necessary to avoid an increased infant mortality in war time their general bearing should be emphasized.

INFANT MORTALITY AND FATHER'S EARNINGS.

Because of the advance in living cost at the present time the relation of income to infant mortality is of particular importance. In these studies the earnings of the father have been taken as the income basis and the infant mortality calculated for successive income groups based on father's earnings. Each report shows approximately the amounts contributed by the mothers to the family income. The rise of the infant death rate when the mothers of young babies leave home to work is shown also, and this fact gives an added justification for considering the father's earnings the index of the family well-being.

Certain combined results for the eight cities are given herewith for the first time. It must be borne in mind that the rates given in the Children's Bureau infant mortality reports are more conservative than those of the census reports, because of certain exclusions made for increased precision in case study. These figures are averages inevitably concealing far greater variations of death and survival than they show.

The distribution of births and deaths in income groups shows that more than one-fourth, or 25.8 per cent, of all the fathers earned less than \$550 a year; and the death rate for their babies was 162.5, or

¹ Annual Report of Health Department of Baltimore, 1915, p. 13.

1 in every 6. Only about one-eighth, or 13.1 per cent, of all the fathers earned \$1,250 or more, and the death rate for their babies was 62.5, or 1 in 16.

The following table presents the infant mortality rates as related to father's earnings. The combined figures for the eight cities show that the mortality under 1 year of age among children born into families with incomes of \$1,250 or over is less than two-fifths that of children whose fathers earn less than \$550 a year.

Infant mortality rates by father's earnings.

City.	Deaths of infants under 1 year of age per 1,000 births, by specified annual earnings of father.					
	Under \$550.	\$550 to \$849.	\$850 to \$1,049.	\$1,050 and over.	\$1,250 and over.	All earnings.
Johnstown.....	260.9	127.2	114.3	83.0	87.6	130.7
Manchester.....	204.2	167.4	125.0	63.2	58.3	165.0
Brockton.....	87.1	121.9	83.1	65.5	73.5	96.7
Saginaw.....	114.9	98.3	50.0	24.5	16.3	76.2
New Bedford.....	168.7	105.1	134.7	59.8	59.9	130.3
Waterbury.....	151.1	128.1	85.8	77.2	68.4	122.7
Akron.....	117.5	99.2	82.0	48.5	40.0	85.7
Montclair.....	(1)	70.0	(1)	42.4	44.6	75.9
All cities.....	162.5	119.8	95.0	61.7	62.5	116.5

¹ Not shown where base is less than 100.

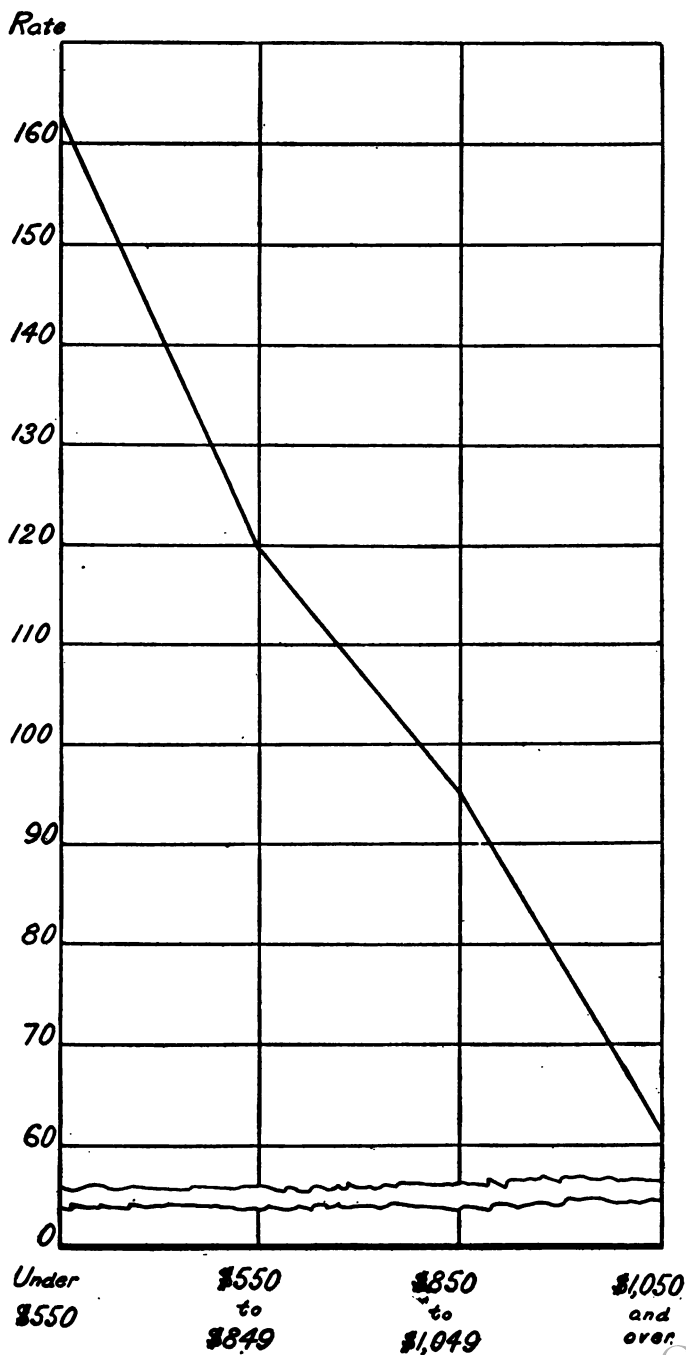
The line of Diagram I illustrates for the average of the eight cities the tendency of the infant mortality rate to lessen as the income grows larger. Unfortunately the figures for the higher income groups are not large enough and are not sufficiently analyzed to indicate what may be the further lowering of infant mortality with greater incomes. Only 13.1 per cent, or about one-eighth, of all the fathers in the eight cities earned \$1,250 or more.

Diagram II, which is based on data for Manchester, N. H., relates the percentage of mothers gainfully employed in the year following the baby's birth, with the amounts earned by the fathers. It indicates clearly that women do not go out to work—leaving babies at home to die at more than twice the rate of more fortunate children—from sheer wayward preference for industrial life but for economic reasons, since the proportion of women gainfully employed reduces itself from 73.3 per cent when the father earns under \$450 to 9.6 per cent if he earns \$1,050 or more. These figures have been published only for Manchester, N. H., where a very large proportion of married women are employed.

It is believed that the father's earnings offer the fairest single gauge of the family well-being, but it must be borne in mind that there are many circumstances which affect the welfare of the family and which make the same amount of money go farther toward securing favorable conditions of infant life in one community than in another.

It is safe to say that no city or State recorded by the census in the mortality tables published during the present year shows a record which is not susceptible of greater reduction by civic effort easily within command. How far adequate income taken in connection

Diagram I.
Combined Infant Mortality Rates for 8 Cities,
According to Fathers' Earnings.



with intelligent parenthood, together with good civic conditions, may reduce infant mortality rates is still a matter for future demonstration.

By special direction of Congress the infant mortality inquiry will be continued during the present year. Indeed, it is not easy to see when it can be discontinued, save as local protective measures are put in operation so as to result in such reduction of infant deaths as will render unnecessary further calling of attention to the preventable character of such deaths.

The method of approach of the infant mortality studies may well be altered from time to time, however, and the bureau is now engaged in certain studies of infant mortality and infant welfare and is planning others with the special purpose of discovering constructive public measures affecting favorably the infant death rate and therefore the health of surviving infants. In response to a number of requests it is also preparing a form of schedule for use by State or city health officers and by private organizations which desire to make independent studies of local conditions. This form will be better adapted to the extensive work which agents permanently on the ground can carry forward advantageously than is the form used by the bureau agents for their brief intensive studies.

MATERNAL AND INFANT CARE.

The report of last year called special attention to the close relation of maternal and infant mortality and summarized the statistical study of maternal mortality by Dr. Grace L. Meigs, head of the child hygiene division of the bureau. Dr. Meigs points out that in the year 1913 the natural function of childbearing caused more deaths among women 15 to 44 years old than any disease except tuberculosis; at the same time it is shown that nearly half these deaths were caused by childbed fever, long known to be preventable, while the other deaths were due to causes which the discoveries of science increasingly show to be either preventable or curable. These figures of maternal deaths, with their connotation of infant deaths and family deprivation are impressive in a time of profound peace and are of increased significance to a nation entering upon war.

The figures available for maternal and infant deaths show the superior healthfulness of the country as a whole over cities as a whole, but closer study makes clear that isolation and low incomes may together overbalance fresh air and wholesome surroundings. The bureau has been especially interested in rural questions, since there is ground for believing that room for improvement exists even where the showing may be on the whole much more favorable for the country than for the city.

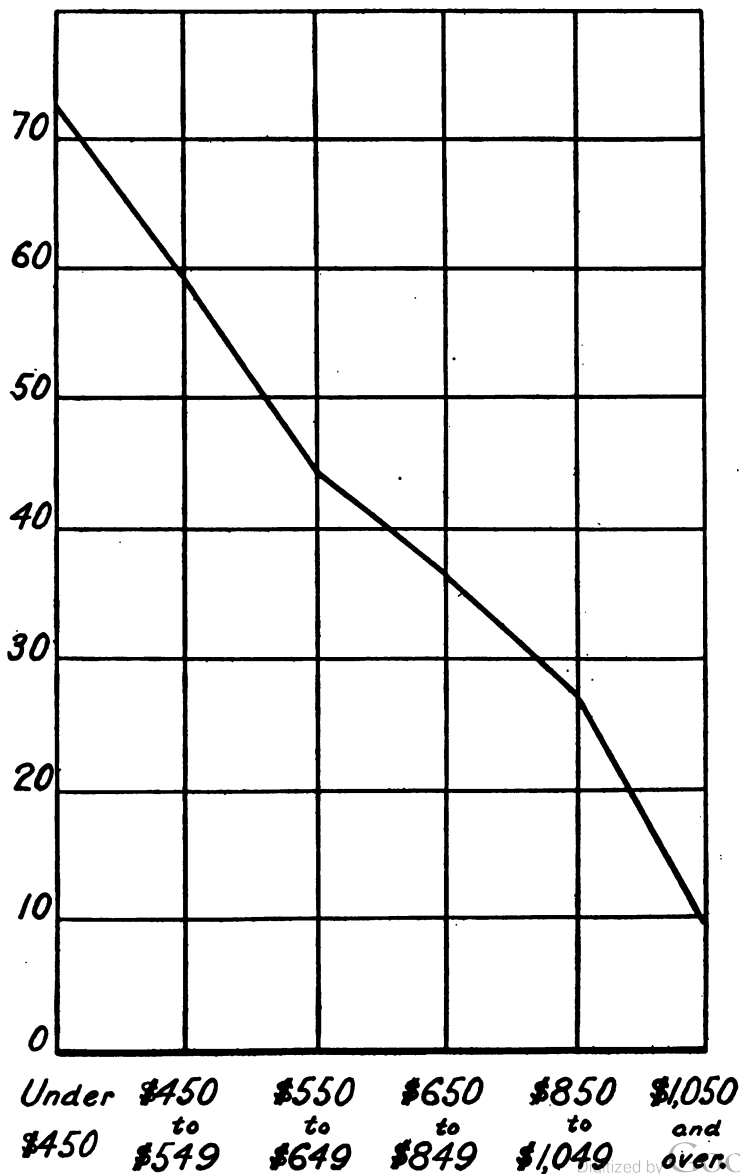
RURAL CONDITIONS.

The generalizations of the statistical tables in Dr. Meigs's report were illuminated during the year by correspondence from various remote rural communities which seemed to afford a clue as to the detailed reasons why, according to the United States Census Bureau's life tables, the death rate for country women from the years 25 to 31 is actually higher than that for country men, although the

Diagram II.

Per Cent of Mothers Gainfully Employed in Manchester, N. H., During Year Following Baby's Birth When Fathers Earned Specified Amounts.

Per Cent



rate of mortality for males is greater than that for females for practically the entire range of life; and why for the whole life period from 20 to 45 the female rate of mortality approaches more nearly to that of males in rural parts of the original registration States than is the case among other classes of the population.

Special reference was made to this statement in last year's bureau report, which was written just at the time of the appearance of these first life tables published by the United States Government. Authoritative statisticians agree in assigning this increased mortality of rural women to causes connected with maternity.

Last autumn, before winter closed in, a brief preliminary survey was undertaken in one of the areas from which letters had been received. The report of the bureau's agent confirmed in every particular the statements of the letters and led to plans for a field study in two of the western grazing States, where the greatest problem in securing adequate care for mothers and babies is that of inaccessibility. The hearty cooperation offered by State officials and by the women's clubs of these States were elements in deciding to select them for study in the hope that some method of adequate public provision would develop for areas in which great distances must be overcome. These field studies will be continued during the open weather this year. In the meantime the following extracts from letters written the bureau by a rancher's wife are presented to offer a suggestion of the risks faced by pioneer women and by women in older isolated regions. They corroborate statements made to agents of the Children's Bureau by physicians practicing in various sparsely settled districts of the West that the care of confinement and accident cases forms the great and pressing medical problem of these communities.

I should very much like all the publications on the care of myself, now pregnant, and upon the care of a baby.

I live 65 miles from a doctor. When my two other babies were born I was very ill each time. I am so worried and filled with perfect horror at the prospects ahead. So many of my neighbors die at giving birth to their children. I have a baby 11 months old now whose mother died when I reached their cabin last November. It was 22 below zero, and I had to ride 7 miles horseback. She was nearly dead when I got there, and died after giving birth to a 14-pound boy. It seems awful to me to think of giving up all my work and leaving my little ones, two of whom are adopted—a girl of 10 and this baby. We have no means—only what we get on this rented ranch. * * *

You would be simply appalled at conditions in these remote places. * * * Here are two actual cases I know of in this immediate neighborhood:

Last April a family came and took up a homestead joining this ranch on the east. Mrs. ——— was pregnant and already had three children, all less than 11 months apart. They had a tent 12 by 14, and oh! the dirt and heat. On our ranch there is a log cabin. I just couldn't begin to think of her lying in that tent, so my husband moved them all over here, and her baby was born August 6, in the night. Her husband came over after me and I was alone with her. They had no doctor or nurse. She had a 10-pound boy and was terribly ill. I did all my own work, went back and forth to the cabin, got all the meals for both houses, and did washing for both families. I kept her in bed as long as I could. She is very miserable now, merely dragging around. If she could have had care—— But they are very poor, and besides we were too far to get a doctor inside of seven hours. * * *

Two weeks ago another mother took sick and went into awful sinking spells. There she lay all day with all of us neighbor women around. I only stayed until after the baby came. The mother lived four days and never came to. About three hours before she died they got a doctor there. He said if he had been sent for in time he could have saved her. She left a baby boy.

Soon after these letters were received an agent of the Children's Bureau was sent to study the conditions surrounding this group of mothers. Her reports show the isolation, the lack of medical and nursing care illustrated by the letters of the bureau's correspondent. After her visit the following letter was received:

I had written you the night before the doctor came to our home. But I think she can tell you the contents of my letter much better than I can write it. I am sure her coming has opened up chances for a great many things out here. It seems strange that conditions that are perfectly needless can be endured year after year as they have been out here.

Everybody around here has a grouch on my husband because he didn't get the doctor to talk to everyone at the schoolhouse.

The mothers and husbands (whether fathers or not) seem to be as though they had awakened from some sort of stupor. One neighbor whose wife has a little 10-day-old baby said to me, "Why hasn't this been thought of before?" In fact, several have asked the same thing—"Why were we mothers left out here so long?"

The doctor seemed, as in fact she is, a friend to all, and therefore was able to get the inside facts that few of these mountain mothers give to anyone, even their neighbors.

In another letter written in December, she says:

If you are not already tired of our neighborhood tragedies, here is one which came last week:

A man about 60 years old took dinner with us. He had business with a neighbor about 6 miles east, and soon after dinner he left. When he reached our neighbor's he found the young wife in the last stage of labor. She had been sick 36 hours when her husband left her alone to go to town after a doctor. It is just 24 miles, and as it proved the doctor had moved 4 miles south of the town, making 28 miles over the worst roads one ever saw.

About 30 minutes after Mr. ——— arrived the baby was born. In about an hour the husband got there with the doctor. The baby bled to death in an hour after the doctor left.

In older rural areas, sometimes almost equally secluded, studies of maternal and child welfare have been completed, and reports will be published shortly. It may be said that they show in less striking form the same lack of facilities for safeguarding maternity and infancy which are so clearly indicated in the correspondence quoted above.

TOWN CONDITIONS.

But it must not be supposed that the problem is a rural one solely. In recognition of this fact the bureau has not limited to rural conditions its study of the care mothers receive before and after confinement, but will present a special study of maternity care in connection with the report of its investigation of infant mortality in Baltimore.

The importance of the care a mother receives before and at her child's birth is being constantly more fully recognized. The value of prenatal and maternity care in preventing maternal mortality is indicated by the figures given for an insurance company employing visiting nurses.

In 1916 this company's visiting nurses cared for over 30,000 maternity cases. The nurses worked under a physician's direction, paying an average of 7.7 visits per case. The company attributes to this work a large measure of the decrease in maternal mortality shown by the fact that among their insured cases the number of deaths of white women 15 to 44 years of age from causes associated with childbirth decreased 10.7 per cent between 1911 and 1916.

Among colored women of the same ages the decrease was 20.4 per cent. As a result of this reduction of maternal mortality the company has considered it expedient to extend its nursing service to expectant mothers that they may be visited and instructed in the hygiene of pregnancy and the preparations for childbirth.

MOTHERS IN INDUSTRY.

A general belief appears to exist that the number of married women in industry has greatly increased since the war began, and that the number is likely to become much larger and to involve women with very young children who could not but suffer without their mothers' care.

A preliminary inquiry was made by the bureau in June of the present year to discover the grounds for this belief. An agent of the bureau who was sent to the stockyards district in Chicago reported that the total number of women employed in half a dozen firms was about 4,500, of whom 40 per cent were married, and a considerable number had children of school age or younger. Women were working 10 hours a day, beginning at 7 a. m., and women were also employed at night. The agent wrote that—

Most of the firms agreed that there has already been an increase in the number of women at work in the yards and in the proportion the married bear to the single women. The employers account for the loss in the number of single girls by the cessation of immigration due to the war and by the fact that many of the quickest and brightest girls, attracted by higher wages and more agreeable work, have gone to the munition works.

The jobs left vacant have been given in large part to married women. The employers have found also that many of the girls who leave the yards to get married return to work again after a short absence. Two things lead the girls to return—the high cost of living and the attractively high wage which the yards now offer. The employers feel that within the next few months it will be practically inevitable that this increase in the number of women employed and in the proportionate gain of married over single women employees will go still further.

Inquiries in other parts of the country secured no precise information. It is plain, however, that the industrial employment of married women is likely to increase in this country as it has abroad.

Clearly, no mere prohibition of the employment of mothers of young children in industry will meet the case. Local councils of defense may well question the necessity for such work on the part of individual mothers and resort to pensions and allowances as a substitute if the family needs demand, rather than permit the increased infant mortality, which follows the employment of the mothers of nursing infants away from their children.

As the sixth of the June resolutions approved by the Council of National Defense¹ recommends, "Everywhere special provision should be made to keep the mother and her young children together in the home, but this does not imply the indorsement of the home-work system.

"Mothers of nursing infants should be provided for through mothers' pensions or otherwise.

"Day nurseries should be especially supervised."

¹ See p. 452.

DAY NURSERIES.

Irreproachable standards of care in day nurseries become more than ever important if the industrial employment of mothers of young children must increase. A brief study of day nurseries in several American cities, made by the Children's Bureau in the summer of 1917, shows that in many cities day nurseries are managed without proper municipal supervision, and that while the best of them are admirable others are entirely unworthy of confidence and should be abolished.

Wherever day nurseries are necessary local effort should at once take steps to secure their responsible management and adequate municipal oversight.

The bureau's agent reported in June that in the stockyards district in Chicago "the authorized day nurseries are already running at full capacity and feeling constant pressure to lower their standards of admission and of care in order to meet the situation facing them."

She writes that "a recent survey, made to gauge the need for a new nursery for the yards, disclosed 179 mothers who would be accommodated by the new nursery in its proposed location but showed that only 3 stockyards mothers were using nurseries already existing close to the stockyards entrances. The probable truth is that the young children of the stockyards mothers are being left with neighbors, relatives, or older brothers or sisters."

It is evident that if the place of employment is remote from the district where the mothers live nurseries should be situated convenient to the home, so that it will not be necessary for women to transport children long distances on crowded street cars at the rush hours.

The adoption of proper standards for the equipment and management of day nurseries is known to be absolutely necessary in order to protect from contagious and other diseases the young children admitted. Constant supervision by physicians and nurses in order to exclude any children exposed to or suffering from contagious diseases; care in the investigation of all children admitted; proper equipment and sanitation of the building used for the day nursery; the best hygiene in the daily care of the children; avoidance of overcrowding; the provision of a sufficient, well-cooked, and balanced dietary; above all a well-trained and adequate staff—these are all essential to the conduct of a day nursery which provides safe care for young children.

Again, if mothers of children of school age are forced into industrial life a peril to health and morals is created which can be overcome only by the efforts of the community. School children will suffer and often get into mischief unless they have a mother's care and a comfortable home to come back to after school. This protection is impossible if a mother goes to work before her children go to school and comes home later than they do. Local councils of defense should see that the number of working mothers is reduced to a minimum and that special provision at school or in day nurseries is made for young school children when necessary.

1917 BABY WEEK.

Baby week is a means of popularizing sound information as to the needs of maternity and infancy and showing by actual demonstration the community responsibility which can not be neglected without great hazard to individual mothers and babies.

The first nation-wide Baby Week was held in 1916 under the auspices of the Children's Bureau and the General Federation of Women's Clubs. With the same cooperation the observance was repeated this year in the first week of May.

As in 1916, the cooperation of public and private agencies was general this year. State and local boards of health, the extension divisions of State colleges and universities, and many organizations of national scope furnished aid even greater than in 1916. Material for exhibits and printed matter for distribution were generally available free or at moderate cost.

The revised edition of the Children's Bureau bulletin *Baby-Week Campaigns*, was published in time to be used in preparations for 1917. It contains descriptions of successful campaigns of various types, lists of sources from which exhibit material and literature can be secured, and suggestions for follow-up work based on the reports made to the bureau last year.

A special bulletin on *How to Conduct a Children's Health Conference* was prepared by Dr. Frances Sage Bradley and Dr. Florence Brown Sherbon, and was issued in time for use in Baby Week.

Fewer observances are reported for 1917 than for 1916, although in some States the number of campaigns was larger than last year. Doubtless a diminution was to be expected because of the intense absorption of public attention by the declaration of war and by the developments immediately following. However, the tone of the reports upon the 1917 Baby Weeks and of the recent correspondence shows that the fact of war is now held to give added reason for maintaining and increasing effective plans for permanent infant and maternal welfare work.

The Commissioner of Indian Affairs sent out a special circular instructing superintendents, matrons, teachers, and other authorities on reservations to devote the first week in May to campaigns for the betterment of conditions in Indian homes. He reports celebrations in 46 reservations, schools, or agencies.

New York City celebrated its third Baby Week, holding local neighborhood celebrations and competitions for little mothers, while Bellevue and allied hospitals arranged a spectacular perambulator parade in which many children marched in costume.

The high-school girls of Biwabik, Minn., translated certain portions of the Children's Bureau's bulletins, *Prenatal Care* and *Infant Care*, into Swedish, Finnish, and Slavonian. These were published as pamphlets for distribution.

An investigation of local birth registration was a usual feature of baby-week campaigns. Club women were especially active in these investigations, which took various forms. One club paid for the printing of certificates to be sent out from the registrar's office as a notification to parents that a birth has been registered. In West Virginia club women have announced that they will take up the movement for an improved birth-registration law as follow-up work.

In Louisiana the State board of health asked all club presidents throughout the State to send lists of babies born in 1916 and 1917, in order that they might be checked with the records of the State registrar.

The increased number of rural observances and county-wide observances reported from various parts of the country are especially encouraging for their bearing on possible programs for rural nursing work.

The most significant tendency indicated by the reports is the growing sense of the importance of public-health nursing and of education in the care of mothers and children. The employment of nurses for new districts or of additional nurses where their work has already begun is noted in the reports from various parts of the country.

This tendency is illustrated in the general plan of the Wisconsin State campaign, which was announced as an effort (1) to secure one or more visiting nurses for every urban community and a county nurse for women and children in rural communities; (2) to form classes in schools for teaching the responsibility of parenthood and to form mothers' clubs in every country school district and in connection with every village and city school, with the school-house as a community center; (3) to make provision for warm lunches for school children; and (4) to establish free clinics for mothers and babies.

A review of the baby-week campaigns of 1916 and 1917 leaves no room for doubt that a very considerable degree of activity on behalf of infant welfare and maternity care has been aroused throughout the country. It is expressing itself increasingly in practical ways, as the reports of follow-up work indicate. It has resulted in a wide yet highly specialized distribution of literature. Bulletins on the care of infancy and the feeding of children have been distributed in very large numbers from the Department of Agriculture, the United States Public Health Service, and the Children's Bureau. Other publications issued by States, cities, and volunteer organizations have been distributed in thousands of communities.

The reports of chairmen of baby weeks show that infant-welfare stations have been organized, health teachers for schools have been secured, day nurseries have been opened, a summer ice fund secured, stated weekly publicity on infant welfare in county papers undertaken, medical and dental examinations established in public schools, special work for mentally subnormal children done, foreign-language lectures arranged for, and a housing survey made. One chairman writes: "As a result of last year's campaign we have a city health officer, examination of school children, and better sanitation in public schools. This has been the first year that there has been no epidemic in school."

Requests for information about baby-week campaigns were received from England, Australia, and Canada. Special requests were received from the national council having in charge the Baby Week which was celebrated in England, Scotland, and Wales, July 1 to 8, 1917. Preliminary articles on Great Britain's nation-wide Baby Week appeared in several of the principal English reviews, and much space was given to the matter in the press; the national council

for baby week was organized with the Queen as patron and the prime minister as president. Its primary aim was announced as the saving of the lives of 50,000 babies a year and the improvement of the health of the whole infant community. The pamphlet of suggestions directs effort toward the employment of 1,800 whole-time health visitors in England and Wales, "instead of the 600 now employed," and the establishment of about 10,000 infant-welfare stations, "instead of the 900 or 1,000 now maintained." It is roughly estimated that the necessary health visitors and welfare centers could be provided at a cost of £1 per birth.

It is certainly noteworthy that in the third year of the war the educational publicity of a baby-week campaign should have been widely utilized as a health-conservation measure in Great Britain. It is significant also that great emphasis is placed upon the need of larger numbers of public-health visitors—officers corresponding closely though not precisely in all cases to the public-health nurses—whose importance has been urged in the baby-week campaigns here.

DEFECTIVE, DEPENDENT, AND DELINQUENT CHILDREN.

STUDIES OF DEFECTIVE AND DEPENDENT CHILDREN.

As was mentioned in last year's report, a study of mentally defective children was undertaken in Delaware as a part of the cooperative work in which the Federal Bureau of Education, the United States Public Health Service, and the Children's Bureau joined.

The social study made by the Children's Bureau indicated the urgent need for proper provision for a very considerable number of mental defectives; the State had heretofore made provision for the care and training of only 14 feeble-minded children at any one time.

In order to be of present service to the State in which the investigation was made, the results of the study were prepared in a preliminary form and placed at the disposal of members of the legislature and others interested in the care of mentally defective children.

Largely as a result of the evidence presented by the Children's Bureau report, the legislature, without a dissenting vote, made an appropriation for the establishment of an institution for the feeble-minded, and a permanent commission was appointed empowered to take the necessary steps toward establishing an institution, employing a superintendent, and making rules regulating the admission of feeble-minded persons.

The report of this investigation was written by Miss Emma O. Lundberg, and entitled "A Social Study of Mental Defectives in New Castle County, Del." Miss Lundberg states:

Any program for adequate provision for mental defectives must have as its central feature institutional provision. * * * A large number of cases need permanent custodial care. But institutional care alone can not meet the whole problem of provision for mental defectives. The institution should serve as the focus for the various activities necessary for the proper care of the feeble-minded.

The modern tendency in the care of mental defectives is to develop an institution embracing many elements adapted to the treatment of various grades of mental defect. In it custodial care should be

provided for those whom it is necessary to house permanently in institutions segregated from ordinary life. By providing throughout the State a system of clinics held by the institution psychiatrist, in cooperation with local agencies, cases of mental defect can be discovered and plans for their supervision developed so that certain classes of mental defectives may live outside the institution in safety to themselves and others. Through an out-patient department many mentally defective persons can be given proper care and training in their own communities. By providing a scheme of education nicely adjusted to the needs and capabilities of children of various grades of intelligence, the institution can send other mentally defective persons back to their homes trained to at least partial self-support. Through a system of parole the institution can continue to protect them. Plainly this newer plan of care for mental defectives demands a very high degree of responsibility and of intelligence on the part of those intrusted with the management of institutions for the feeble-minded. It offers a means of reducing the expense of institutional care to the State and of giving greater justice to individuals.

The bureau desires to make further studies of the needs and care of the feeble-minded as rapidly as it is able. Thus far requests from various parts of the country have been refused of necessity. It is gratifying to note that various public and volunteer agencies are at work upon this problem, and that much progress is being made in securing throughout the country an understanding of the moral and economic factors which enter into the humane and wise treatment of mental defect.

There was no law in Delaware for the State supervision of dependent children. A limited survey of the situation of dependent children placed out in family homes in the State was made at the request of the governor. A preliminary discussion of the findings was submitted, showing that more than two-thirds of the placed-out children in Delaware had been brought there from outside the State. There was presented also a summary showing the measures by which certain States protect themselves from ill-judged or irresponsible placing out of dependent children from other States.

On the basis of this information a law was enacted by the State legislature regulating the bringing of dependent children into the State and requiring that a bond of \$3,000 be filed with the commissioner of education for each child placed in it from another State, to insure against the child's becoming dependent on the State. It is the first provision in the State's statutes relating to its supervision over dependent children.

Plans for a country-wide study of State provisions for the care and protection of dependent children are now in course of preparation by the social service division, and the field work will be begun during the year 1917-18.

The protection of the child lacking proper parental care and guardianship has long been recognized as a State function in regard to children of wealth, for whom the State appoints guardians of person and of property. Public responsibility for children suffering the same lack of parental care and guardianship, but without estates, should be greater rather than less. To learn how such public responsibility is recognized and how expressed will be the purpose of the bureau's study.

DEPENDENCY AND CHILDREN RELEASED FROM WORK BY THE UNITED STATES CHILD LABOR ACT.

The great lack of knowledge as to the probable number of needy children in our country and the especial value of a general inquiry into the family conditions of the children affected by the United States Child Labor Act were pointed out in the Fourth Annual Report. Although the funds available will not permit the extended inquiry then suggested, it is hoped that in the course of the year some studies may be made so as to learn whether such children are securing the full benefit of their release from work, to find out whether they have gone into occupations not forbidden by law or are in school, or are both out of school and out of work.

Because of the importance of securing the schooling to which he is entitled for every child who is forbidden by the United States Child Labor Act to work in any of the enumerated industries, it is commended to the attention of clubs and civic organizations throughout the country that special effort be made locally to see that all children under 14 are in school and that they are enabled to come there suitably clad and fed and able to secure the full advantages of school.

Such efforts on the part of local communities will go far to overcome the present general lack of information as to dependent children. The old idea that the problem of dependency was one to be answered by placing children in institutions is giving way to the recognition of the value of securing wherever possible the continued individual existence of families.

The following letter was sent out by the child-welfare section of the woman's committee of the Council of National Defense:

To the State chairmen:

Will you help to make the Federal Child Labor Law effective? This law goes into effect on September 1, 1917. It provides that no child under 14 shall work in any mill, cannery, workshop, factory, or manufacturing establishment which ships in interstate or foreign commerce. Thus it sets free children under 14 who are to-day at work in any of these industries. It sets them free to give them a better chance in the world—so that they may go to school. Children under 14 who have been at work have already lost time that can never be made up to them.

Will you see that no more time is wasted?

The full benefit to be gained from the new Federal Child Labor Law can not be secured merely by its complete enforcement. The final responsibility rests with the citizens of each locality and demands a service outside of the law itself. If every child released from work can be sent, well nourished and decently clothed, to a good school, under a good teacher, then the full benefit of the Federal Child Labor Law will be reaped for the country's children.

This will cost money. It means sacrifice on the part of older people; it means more taxes for more schools and better schools. It means unstinted effort in communities where schools are not full time, where teachers are not well equipped, and where poverty may necessitate scholarships. There is reason to believe that comparatively few scholarships will be required, and that the important matter is to provide the schools and see that the children attend them.

No words can be too strong to express the importance of giving to the Nation's children nurture and education in the fullest possible measure as a war-time protection of our last reserves. It can not but stir American women to know that England, after three years of war, is urging through the departmental committee on education a new law, keeping children in school until 14, allowing no exemptions and including all rural children, and thus going far greater lengths than the United States law.

Indirectly our new law will help rural children in those areas where the greatest problem of illiteracy now exists, for the Nation will not long permit

rural children to grow up untaught if the education of all other children is secured.

There can be no national program of child welfare which tolerates illiteracy.

If children are not decently clothed and properly fed, they can not get the full value of school. Scholarships are raised for college and university students to help pay living expenses for those who could not otherwise attend the highest schools. These scholarships have proved an investment of incalculable value to the citizens of the United States.

Scholarships in elementary schools will lay the foundation for perhaps a greater addition to national power.

Here is something to do.

Please visit your school authorities and labor officials and find out whether all the children in your community under 14 years of age are in school. If the school census and the attendance records differ greatly, something is wrong.

Will you find out where the children under 14 are if not in school?

If you wish to help, please begin to help by filling in the accompanying blank as soon as practicable after September 1 and returning it to the woman's committee.

JULIA C. LATHROP,
Executive Chairman Child Welfare Committee.

These are the questions on the blank:

1. Are all children between 6 and 14 in your town, county, or school district in school?
2. How do you know?
3. Are any children in need of scholarships in order to attend school?

JUVENILE COURTS AND DELINQUENCY.

A study of juvenile courts is rendered especially timely because of the social conditions created by war, for the experience of the European belligerent countries makes plain the necessity of our guarding against the increased juvenile delinquency which they have had to combat. This subject is especially mentioned in the law creating the Children's Bureau and a study of it is urged by persons long identified with the development of juvenile courts in the United States. Plans are now in preparation.

CHILD-WELFARE LAWS AND THEIR ADMINISTRATION.

The Children's Bureau is directed by law to keep informed as to legislation affecting children in various States and Territories. In compliance with this direction the indexing of all State and Federal laws affecting children, which has been in course of preparation for two years, is going forward. Thus far the laws of 30 States and 2 Territories have been indexed, as follows:

Alabama.	Hawaii.	Massachusetts.	North Carolina.
Alaska.	Idaho.	Minnesota.	Ohio.
Arizona.	Illinois.	Missouri.	Oklahoma.
Arkansas.	Indiana.	Montana.	Oregon.
California.	Kansas.	Nebraska.	Porto Rico.
Colorado.	Kentucky.	Nevada.	South Carolina.
Delaware.	Maine.	New Hampshire.	Wisconsin.
Georgia.	Maryland.	New York.	Wyoming.

Special interest in the codification of State laws for children is occasioning demands for the indexes of laws of individual States, and an effort has been made to provide them whether next on the list or not. Indexes have been so furnished for 12 States.

The legitimacy law of Norway, popularly known by the name of its author, Councilor of State Castberg, has been translated for the

bureau, together with certain supplementary provisions, and will be available for distribution as soon as it can issue from the printing office.

Prof. Ernst Freund, professor of law at the University of Chicago Law School, has prepared for the bureau a summary of State legislation relating to illegitimate children in this country. This will be published at the earliest possible date.

OFFICE ADMINISTRATION.

During the year 1916-17 the regular staff of the bureau has consisted of 76 persons and the appropriation has been \$164,640.

For the ensuing year Congress has appropriated in addition \$109,120, to be expended outside of the District of Columbia, making the bureau's total appropriation for the work of investigating and reporting upon all matters pertaining to the welfare of children \$273,760 for 1917-18.

For the enforcement of the Child Labor Act Congress appropriated \$150,000 for the period from the date of the appropriation, April 17, 1917, to June 30, 1918. The Director of the Child Labor Division began work May 1, and a small temporary staff was secured for the work preliminary to actual enforcement and pending announcement of the results of the special examinations to be held by the Civil Service Commission for assistant director and inspectors.

No increase in the appropriation for investigation and report is requested for the year 1918-19, but it is urged that the bureau be permitted to expend in the District of Columbia such part of the appropriation as will permit the greatly needed increase in the statutory positions. The bureau suffers increasingly because the office staff in Washington is not adequately proportioned to the field service. The appearance of reports is delayed because material gathered in the field can not be prepared promptly for publication in the office.

Between July 1, 1916, and June 30, 1917, 430,489 publications have been sent out, and many requests for large quantities refused because of the limitations of the printing fund.

Of the many requests received for exhibit material during the past year has been possible to comply with but 191. The demand for such material to use in Baby Week, May 1 to 6, was so great that by March 26 all the wall charts, lantern slides, and motion-picture films of the Children's Bureau had been engaged.

More than 53,000 letters have been received and duly answered.

In June of the present year the library of the Children's Bureau was consolidated with the library of the Bureau of Labor Statistics and a department library was formed, which is housed on the fifth floor of the new department building. Miss Laura A. Thompson, librarian of the Children's Bureau, is now in charge of the department library. The convenience of those wishing to consult the library should be much increased by the new plan. The books of the Children's Bureau will be added to the much larger labor collections of the Bureau of Labor Statistics, while the special features of the Children's Bureau reference library will be continued as heretofore.

The library of the bureau has served a special purpose from the organization of the bureau five years ago. Few books have been purchased, although ready command of the official libraries of Washington touching upon the work of the bureau was secured by means of a system of card catalogues. The current periodical literature, clippings (American and English), and reports of public and private agencies, assembled and arranged by Miss Thompson, have become a feature of great practical convenience to those wishing the latest information available. These files will be maintained by assistants detailed from the Children's Bureau. The child-welfare collection is already one of the most considerable in the country and is increasingly used by students outside the bureau both personally and through correspondence.

The following publications have been issued during the year:

- Fourth Annual Report.
 - Baby-Week Campaigns (revised edition).
 - Infant Mortality, Manchester, N. H., by Beatrice Sheets Duncan and Emma Duke.
 - Administration of Child Labor Laws. Part II; Employment-Certificate System, New York, by Helen L. Sumner and Ethel E. Hanks.
 - Maternal Mortality from all Conditions Connected with Childbirth in the United States and Certain Other Countries, by Grace L. Meigs, M. D.
 - Facilities for Children's Play in the District of Columbia.
 - How to Conduct a Children's Health Conference, by Frances Sage Bradley, M. D., and Florence Brown Sherbon, M. D.
 - A Social Study of Mental Defectives in New Castle County, Del., by Emma O. Lundberg.
 - Care of Dependents of Enlisted Men in Canada, by S. Herbert Wolfe.
 - Chart: Comparison of Standards of Federal and State Child-Labor Laws, January 1, 1917.
 - Summary of Child-Welfare Laws Passed in 1916.
 - Rules and Regulations for the Enforcement of United States Child-Labor Act.
- The following publications are in press:
- From School to Work, by Margaret Hutton Abels.
 - Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore.
 - Child Labor in Warring Countries, by Anna Rochester.
 - Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared by the bureau under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.
 - Infant Mortality, Waterbury, Conn., by Estelle B. Hunter.

JUNE RESOLUTIONS.

Early in June, 1917, members of various organizations concerned with questions of child welfare, including representatives of the Children's Bureau, discussed together informally in New York, and a little later in Washington, the pressing essentials of a child-welfare policy for the war period. The following series of resolutions was drafted, adopted by the signers June 15, and approved by the Council of National Defense a few days later:

1. We urge the Council of National Defense to direct that, so far as practicable, physicians teaching obstetrics and pediatrics and those devoting themselves exclusively to problems of maternity and of infant and child welfare continue in such service either at home or abroad.
2. Realizing that public-health nurses are essential to the carrying on of child-welfare work, we recommend that every possible effort be made to prevent these especially trained nurses from being withdrawn from such work, and that public-health nursing be officially recognized as war service.

3. Recognizing the increasing need for trained nurses and the inadequate number available for military and home service, we recommend especially efforts to enlist graduates of colleges and high schools and other suitable candidates for hospital training courses.

4. Organized volunteer aids should be enlisted to assist public-health nurses and other social workers through all practicable methods of personal service. We advise appropriate courses of training for such volunteers.

5. We recommend that the council call upon all communities to see to it that there is no abatement, but on the contrary a decided increase in their activities along the lines of maternal, infant, and child welfare; this to apply to all public and private agencies.

6. We deplore the breaking up of the home and recommend that everywhere special provision be made to keep the mother and her young children together in the home, but this does not imply the indorsement of the home-work system.

Mothers of nursing infants should be provided for through mothers' pensions or otherwise.

Day nurseries should be especially supervised and reference should be had to the standards of the National Federation of Day Nurseries. The highest standards should be required of all children's institutions.

7. We urge that the Council of National Defense recommend the prompt enactment of model laws for the registration of births and deaths and the reporting of preventable diseases in the States in which such laws do not exist; and we strongly urge their complete enforcement throughout the country.

8. We urge that every effort be made not only to prevent the repeal or relaxation of any of the existing child-labor laws but we urge, on the contrary, their more rigid enforcement and the enactment of such further laws as may be needed.

We recommend a plan of supervision similar to that adopted by the National Child Labor Committee in pamphlets 276 and 277.

9. For the sake of obtaining the highest possible development of child life and as one of the best means of conserving the character and moral tone as well as physical development of the growing child we recommend the extension and use of all sound recreational facilities.

10. Appreciating that no plan for real child conservation in war time can be developed without a serious consideration of the mentally defective child and the juvenile delinquent, and especially because of the great increase in juvenile delinquency in Europe since the war, we urge the Council of National Defense to recommend to the various States that greater facilities be created for the recognition and handling of these problems through the schools, medical teaching, juvenile-court work, and children's institutions.

11. We recommend proper medical examination and supervision for boys and girls entering volunteer organizations involving physical exercise.

12. We urge as particularly important the medical examination of boys and girls before they enter industry; also subsequent medical oversight for them.

13. We recommend systematic publicity and free circulation of accredited literature on maternal, infant, and child welfare. Since many organizations are distributing pamphlets and literature broadcast, some good and some poor, we recommend that a committee of obstetricians, pediatricians, sanitarians, and nurses be appointed to review and standardize such literature for wider distribution.

14. We strongly indorse the measures taken by the Army and Navy authorities for the moral protection of the military forces and indorse also liberal recreational facilities as an indispensable measure to that end.

15. We urge that immediate steps be taken to secure the adoption of a governmental plan to assure adequate support for soldiers and their families. This plan should include financial and medical provision, facilities for the re-education of the injured soldier and the reestablishment of the family. Such a plan promptly put into operation would have more effect in promoting child welfare than any other measure which the Government could adopt on behalf of the dependents of men in service.

16. This country should be warned by the mistake of the European countries which have allowed the milk supplies to become impaired. It should therefore take the necessary steps to prevent a milk shortage. We protest against the indiscriminate slaughter of milk cows.

17. We urge the Council of National Defense to ascertain whether there is need among the allied nations for maternity care and infant and child welfare

work that can properly be performed by Americans, and if this be the case that the council confer with suitable persons or organizations with a view to rendering such service.

18. We recommend that the Council of National Defense organize a national committee representative of maternal, infant, and child welfare associations to keep in touch during the present emergency with national problems of maternal, infant, and child welfare, and to advise the Council of National Defense from time to time of such features of the then existing situation as may call for remedial action.

We recommend further that the Council of National Defense, through the several State councils of defense, cooperate with local organizations interested in maternal, infant, and child welfare and establish an agency or appoint an existing agency to secure information as to the specific needs of each community and to show how such needs can be adequately met.

We recommend that so much of this report as may be approved by the Council of National Defense be transmitted to the State councils of defense and to the proposed National and State committees recommended above, if such committees be created or designated, to guide them in their respective actions looking toward the conservation of maternal, infant, and child welfare during the present emergency.

The resolutions undoubtedly gave expression to tendencies already at work which have been developing rapidly in the last months. They urge the necessity of maintaining public-health nursing as war service and of recruiting new candidates for nurses' training. The effort to enlist women for the hospital training courses, urged in resolution 3, is going on vigorously and with encouraging results.

The fifth recommendation touches a great difficulty felt by most philanthropic agencies—the reduction of contributions and appropriations because of the war. The utmost public spirit and perhaps personal sacrifice will be required to maintain many of the activities now in existence whose work is necessary to the welfare of those now dependent upon them or who are the more likely to need help because of the war. This is true of all agencies which undertake to serve mothers and children by hospitals, clinics, welfare stations, nurseries, or by visiting nurses and other forms of noninstitutional or home service.

Resolution 15 has been met by the bill for soldiers' compensation and insurance, mentioned elsewhere in this report, providing for all the needs mentioned in the resolution.

The importance of conserving the milk supply, recognized by resolution 16, is given further emphasis by the statement recently prepared for this bureau by Miss Katharine Blunt, of the University of Chicago, now serving as an expert of the Department of Agriculture, who says:

Milk is doubtless the most valuable of all our foods. The science of nutrition in its recent strides forward has overthrown many of our old ideas, but it has only increased our conviction of the unique importance of milk. Protein, ash, sugar, fat, with its little-known vitamins, are all of the greatest importance.

To-day we must consider the kind of protein as well as the quantity, and the proteins of milk are among the best we have to promote the growth of the young body. The ash of milk is superior, especially for its calcium and phosphorus. A diet without milk is practically sure to be far too low in calcium for the child's needs. Milk sugar is not only a fuel, but it tends to prevent possible intestinal putrefaction with its harmful results.

Especially important to the child are the recently discovered "accessory substances" or "vitamins." Both of these, called by McCollum fat soluble A and water soluble B, are present in milk. Without them the child can not grow. Water soluble B is present in many common foods, but fat soluble A only in some animal fats, notably milk fat and egg yolk and in green leaves.

The child must therefore have milk. It should not long be his only food, of course. It is too low in iron. Vegetables and fruit are necessary at an early age. But no other food can take the place of the milk. Its regular use is the "greatest factor of safety in the human diet."

In view of the importance of milk in children's diet the Home Economics Office of the Department of Agriculture, at the request of the Children's Bureau, added to the schedule for the National Dietary Survey a question as to the amount of milk consumed by each child under 8.

Elsewhere in this report will be found suggestions bearing upon resolution 14.

In regard to resolution 17, it is of interest to note that soon after the approval of these resolutions by the Council of National Defense the Red Cross ascertained by cable that units equipped to work for maternity, infant, and child welfare would be useful and welcome in France, and the first party was sent under the direction of Dr. William Palmer Lucas, one of the framers of the resolutions.

In response to cable requests for suitable bulletins and exhibit material for the use of the growing number of child-welfare units at work in France the Children's Bureau has furnished publications and lantern slides.

In many ways the June resolutions express the effort to secure an adequate standard of life for the children of the United States and offer a sane program for times of war and peace.

STUDIES OF CHILD WELFARE IN THE WARRING COUNTRIES AND THEIR BEARING UPON WAR CONDITIONS IN THE UNITED STATES.

Immediately upon the declaration of war by the United States the Children's Bureau began a systematic study of recent material upon the welfare of children in the belligerent countries in so far as it is available in the United States.

A special corps of translators and readers has reported upon child labor, infant and maternal welfare, and juvenile delinquency and dependency in Great Britain, France, Germany, Italy, and Russia. The regulation of child labor was studied also in the British colonies, Austria, the Netherlands, and Switzerland. Brief summaries of the findings have been widely circulated through a series of articles on "Children in War Time," prepared for the public press. Three bulletins—Care of Dependents of Enlisted Men in Canada, Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and Their Dependents, and Child Labor in Warring Countries—have been issued.

GOVERNMENTAL PROVISIONS FOR THE CARE OF DEPENDENTS OF ENLISTED MEN.

The study of child welfare abroad had not gone far before it became evident that the disorganization of social life and industry by war on a large scale could be met on a large scale only by governmental allowances for the families of men withdrawn from industrial to military life.

Hence a study of the provisions for soldiers' families in the various countries became of immediate interest. It was thought that it would be profitable to make a detailed report on the provisions of a country in which the standards of life approach those of the United States and in which the necessity for governmental provision had been faced. It soon became evident that Canada presented the most available example, and accordingly a study was made by the Children's Bureau and a bulletin, *Care of Dependents of Enlisted Men in Canada*, was published. The bureau was fortunate in being able to secure the services of Mr. (now Captain) S. Herbert Wolfe, an actuary of recognized authority and a man with practical social-service experience, to make this report. It was found that certain provisions new to this country were embodied in the Canadian scheme. Notable among these were the governmental provision for reeducation of men injured in war and the insurance plan undertaken by certain of the Canadian cities.

In Canada the dependents of enlisted men may draw financial aid from three sources: (1) A separation allowance for the dependents of Canadian soldiers, ranging from \$20 to \$60 a month, according to rank, is made by the Canadian Government; it is a flat allowance, irrespective of the number or needs of the beneficiaries. (2) The Canadian Patriotic Fund was organized to render further financial assistance to the dependent relatives of men in the service. The allowances from this fund are proportionate to the number of children. (3) Certain municipalities in Canada have given additional protection to the families of enlisted men by life insurance furnished without charge.

Soldiers who return from the front so injured that they can not again take up occupations they followed before the war are reenlisted for health instead of for service, while their families receive the same allowances as if they were on active duty. Under the military hospitals commission, appointed by the Federal Government of Canada and having official members representative of the provincial governments, the soldier is reeducated and trained in an occupation from which his injuries do not debar him. Every effort is made to restore him to health and usefulness so that after his training he can resume in whole or in part the care of his family.

Provision for enlisted men and for their families, for reeducation, and for an insurance system, are the outstanding points of the Canadian plan. The methods described are carried out in Canada in part by the Federal Government, in part by municipalities and Provinces, and in part by voluntary agencies; but it is plain that they are capable of adaptation and extension into a complete governmental system. However, the skill of experts on the various social and economic questions involved is indispensable to the planning and development of adequate governmental provision in the United States for the men in the military forces and their dependents.

In the 50 years since the Civil War, legislation affecting the family and its economic status has shown marked growth in the United States. Workmen's compensation laws, minimum-wage laws, and mothers' pension laws are recognized examples; and it can not be doubted that their tendency has been to strengthen self-respecting family life and to maintain reasonable standards of care and nurture

for the children. In view of this result it is to be expected that a system of compensation for soldiers and sailors can be developed whereby the Government will make possible for the children of those who constitute its fighting force the home life and parental care which are the common need of every child and upon which the advancing standards for the general welfare of all the children in a democratic nation must depend.

At the special direction of the Secretary of Labor, upon the submission of the Canadian report, a further study was made by the bureau under Capt. Wolfe's supervision. It is entitled "Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents." The rates of compensation and pension allowed in 12 foreign countries are presented in a series of tables and compared with those allowed in the United States.

These reports were prepared with the purpose of forming a basis for drafting a general governmental measure for the compensation of American soldiers and the care of their families. A bill embodying in a single governmental scheme the essentials of the Canadian plan together with a new Government insurance provision of prime importance was drafted under the supervision of the Hon. Julian W. Mack, of the United States Circuit Court, who accepted an appointment as chairman of a special committee of the committee on labor of the advisory commission of the Council of National Defense and of a special committee appointed by the Secretary of the Treasury. The bill was passed by Congress and became a law.

SOLDIERS' COMPENSATION AND INSURANCE.

The concern of the whole country for the protection of the children of those who go to the front justifies special mention of the measure for the compensation and insurance of members of the military forces. It proposes to provide so far as possible for the needs of the family while the breadwinner is at the front. In view of the risks of death or injury opportunity will be afforded the soldier to make further provision for his family by taking out insurance at rates based on the cost of insurance in times of peace, a scheme which will stimulate thrift without imposing undue burdens. It provides reeducation for the purpose of restoring the injured to self-support. The following summary indicates the main features of the act and shows the provisions which distinguish it from any previous legislation on behalf of soldiers and their families.

The act applies to commissioned officers and enlisted men and members of the Nurse Corps (female) of the Army and Navy. The term "commissioned officer" includes a warrant officer, but includes only an officer in active service in the military or naval forces of the United States. The terms "man" and "enlisted man" are defined to mean a person, whether male or female, and whether enlisted, enrolled, or drafted into active service in the military or naval forces of the United States, and include noncommissioned and petty officers and members of training camps authorized by law.

The administration of the act is placed in the Bureau of War-Risk Insurance, Department of the Treasury. Two new divisions are

created, the Division of Military and Naval Insurance and the Division of Marine and Seaman's Insurance.

The act may be divided into four parts—aid to families; compensation for death or disability; reeducation; and insurance.

Aid to families.—This section applies to enlisted men and does not include commissioned officers. It provides for aid to dependents while the enlisted man is in active service through allotments of pay supplemented by Government allowances. The allotment is compulsory as regards wife and children, and is to be not more than half the pay and not less than \$15 a month. Except for these limitations, it must be equal in amount to the Government allowance specified in the act. It may be waived if the wife produces evidence of her ability to support herself and the children in her custody. Exemption may be granted for good cause. If one-half of an enlisted man's pay is not allotted, that portion remaining may be required, on direction of the Secretary of War and the Secretary of the Navy, respectively, to be deposited to his credit, and is to bear interest at the rate of 4 per cent per annum, compounded semiannually.

The family allowance, supplementing the allotment of pay by the enlisted man, is not to exceed \$50 a month. The beneficiaries under this provision are divided into two classes: Class A, wife (including former wife divorced who has not remarried and to whom alimony has been decreed) and children; and Class B, grandchild, parent, brother, or sister. Allowances to wife and children are not conditioned upon need or extent of dependency, but are to be granted to all receiving compulsory allotments of pay. Allowances are to be made to members of Class B only when they are dependent in whole or in part on the enlisted man, and when a monthly allotment of pay equal to the amount of the family allowance is made, except that the maximum monthly allotment required is one-half of his pay and the minimum is \$15 if the enlisted man is making no allotment to a member of Class A, and \$5, or one-seventh of his pay, if he is contributing to members of Class A. Exemption from allotment to members of Class B as a condition of allowance to them may be granted.

The amount of the monthly family allowance is to be determined according to the following schedule:

CLASS A.

Wife but no child.....	\$15. 00
Wife and 1 child.....	25. 00
Wife and 2 children (with \$5 additional for each additional child).....	32. 50
Maximum for wife and children.....	50. 00
Motherless child.....	5. 00
2 children.....	12. 50
3 children.....	20. 00
4 children (with \$5 additional for each additional child).....	30. 00

If the entire \$50 a month is not used for members of Class A, then the balance goes to Class B, as follows:

1 parent.....	\$10. 00
2 parents.....	20. 00
For each grandchild, brother, sister, and additional parent.....	5. 00

But the allowance, together with the allotment to members of Class B, can not exceed the average sum habitually contributed by the enlisted man to their support monthly during the year preceding

enlistment or the enactment of the law. As between members of each class, the Bureau of War Risk Insurance has the right of apportionment.

The term "child" is limited to unmarried persons either under 18 years of age, or of any age if insane, idiotic, or otherwise permanently helpless, and is defined to include not only a legitimate child but also a child legally adopted before April 6, 1917, or more than six months before entrance into service; a stepchild, if a member of the man's household; and an illegitimate child, but only if acknowledged by instrument of writing signed by the father, or if the father has been judicially ordered to contribute to the child's support, and only if born in the United States or in its insular possessions (unless born previous to Jan. 1, 1918). For an illegitimate child to whose support the father has been judicially ordered or decreed to contribute, the monthly compulsory allotment and the family allowance together are not to exceed the amount fixed in the order or decree.

The term "parent" includes parents, grandparents, and step-parents, both of the person in the service and of the wife or husband.

Compensation for death or disability.—The act provides for compensation in case of death or disability resulting from personal injury suffered or disease contracted in the line of duty by any commissioned officer or enlisted man or member of the Nurse Corps of the Army or Navy. But no compensation is to be paid if the injury or disease has been caused by his own willful misconduct.

In case of death the compensation provided for children, and the compensation provided for a widow if the marriage was contracted not later than 10 years after the injury, is as follows:

Widow alone.....	\$25. 00
Widow and 1 child.....	35. 00
Widow and 2 children (with \$5 for each additional child up to 2).....	47. 50
Motherless child.....	20. 00
2 children.....	30. 00
3 children (with \$5 for each additional child up to 2).....	40. 00

A widowed mother is to receive \$20, but the amount payable to all dependents specified is not to exceed \$75. If the widowed mother is receiving compensation for the death of her husband, she receives none for the death of a child; and in any event she receives no compensation for the death of more than one child. The compensation is payable only if she has been or would have been dependent upon the deceased for support.

The payment of compensation to a widow or widowed mother is to continue until her death or remarriage; to a child until he has reached the age of 18 years or marries, or, if the child is insane, idiotic, or permanently helpless, during his incapacity.

In case of total disability the principle of compensation based on number of dependents is adopted, as follows:

Neither wife nor child.....	\$30
Wife, but no child.....	45
Wife and 1 child.....	55
Wife and 2 children.....	65
Wife and 3 or more children.....	75
No wife, but 1 child (with \$10 for each additional child up to 2).....	40

If the injured man has a widowed mother substantially dependent upon him for support, \$10 is added to the amounts specified. If he is in constant need of a nurse or attendant, an additional sum is to be paid not to exceed \$20 per month. The rate of compensation for the loss of both feet or both hands or both eyes, or for becoming totally blind or helplessly and permanently bedridden from causes occurring in the line of duty is \$100 per month, regardless of whether a man is married or unmarried, and with no allowance for nurse or attendant.

The monthly compensation for partial disability is to be determined according to a schedule of reductions in earning capacity from specific injuries based on the average impairments in earning capacity resulting from such injuries in civil occupations. In addition to the compensation provided the United States is to furnish reasonable governmental medical, surgical, and hospital services, as well as supplies, such as artificial limbs and trusses.

No compensation is payable for death or disability which does not occur prior to or within one year after discharge or resignation from the service, unless the injured person at the time of his discharge or resignation was suffering from injury likely to result in death or disability, as certified to by the director of the bureau after medical examination made within a year (or less, as determined by the regulations) after leaving the service. No compensation is payable for any period more than two years prior to the date of claim therefor, nor is any increase in award to revert back more than one year prior to the date of claim therefor. Compensation is not to be paid while the person is in receipt of service or retirement pay. The existing pension laws are no longer applicable to persons now in or hereafter entering the military or naval service, except in so far as rights accrued before the passage of the act. Compensation for members of the Nurse Corps is in lieu of compensation under the civil employees' compensation act.

If the injury or death is caused under circumstances creating a legal liability upon some person other than the United States or the enemy to pay damages therefor, the beneficiary under this act, as a condition to payment of compensation by the United States, must assign to the United States any right of action he may have or any money received in satisfaction of such liability. Any money realized thereon by the United States is to be placed to the credit of the compensation fund.

The act provides that the rate of pension for a widow of an officer or enlisted man who served in the Civil War, the War with Spain, or the Philippine insurrection now on the pension roll or hereafter to be placed on the pension roll and entitled to receive less than \$25 a month shall be increased to \$25 a month. This does not affect additional allowances provided by existing pension laws for children and is not to be construed to reduce any pension. The administration of this section relating to widows of veterans of former wars is left with the Commissioner of Pensions.

Reeducation.—An important feature of the law is the provision that contemplates future legislation relative to rehabilitation, reeducation, and vocational training for men suffering from injuries

commonly causing permanent disability. The present law provides that if, while pursuing such a course, the injured person is prevented from following a substantially gainful occupation, a form of enlistment may be required which will bring the person into the military or naval service and will entitle him to full pay as during the last month of his active service and his family to family allowances and allotment. The act further provides that compensation shall be suspended during willful failure to take or follow the course, but shall be continued without reduction notwithstanding any success in thereby overcoming the handicaps due to the injury.

Insurance.—The insurance provisions of the act are intended to give every commissioned officer and enlisted man and member of the Nurse Corps (female) the opportunity to secure greater protection than the other sections of the act provide. The United States grants insurance against death or total permanent disability on application to the bureau without medical examination in any multiple of \$500, not less than \$1,000, and not more than \$10,000. As the Government assumes the entire war risk and cost of administration, the premium rates are the net rates. They are based upon the American Experience Tables of Mortality and interest at $3\frac{1}{2}$ per cent per annum. During the period of the war the insurance is to be term insurance for successive terms of one year each. It must be converted within five years after the termination of the war into one or more of such usual forms of insurance as may be provided, no medical examination being required. The premiums for term insurance are different for each age. Typical examples are:

Age 21, \$3.25 per month for \$5,000 insurance.

Age 31, \$3.50 per month for \$5,000 insurance.

Age 41, \$4.10 per month for \$5,000 insurance.

Age 51, \$6 per month for \$5,000 insurance.

Larger and smaller amounts are proportionate thereto.

This term insurance is analogous to fire insurance. It gives protection during each month that it is continued; but if a man stops paying he gets nothing back. As the rates advance with each birthday and are extremely high in old age it is not a desirable kind of insurance to continue permanently. For these reasons conversion is required within five years after the termination of the war into one of the more usual forms of insurance under which there can be the possibilities of extended and paid-up insurance and loan and surrender values if a man stops paying.

Payments of premiums will be deducted from the pay or deposit of the insured unless otherwise requested by him. The insurance is payable in 240 equal monthly installments. A \$5,000 policy would yield installments of \$28.75 per month. Larger and smaller policies would yield proportionate amounts. The insurance is not assignable and is not subject to the claims of creditors of the insured or of the beneficiary.

The insurance must be applied for within 120 days after enlistment or after publication of the terms of the insurance contract; but if a person dies or is totally disabled within this period, and has not applied for insurance, he is deemed to have applied for such insurance, and he receives \$25 a month for life after total permanent dis-

ability. After his death this \$25 a month is continued as long as a widow, child, or widowed mother survive him, but not more than 20 years in all. If the insurance is applied for, it may be made payable not only to these beneficiaries but also to a parent, grandchild, dependent brother, or dependent sister, as defined in the law. The insured may at any time change the beneficiaries, but the class of beneficiaries may not be extended.

JUVENILE DELINQUENCY AND DEPENDENCY.

The study of child welfare in warring countries shows little published material available on juvenile delinquency and dependency.

Apparently there has been a marked increase in juvenile delinquency in England and Germany due to the extraordinary temptations, incitements, and neglect inevitable under war conditions.

The number of children dependent upon the State for support has of course increased with war conditions. In the measures designed to care for such children the effort is seen to assure them as normal an upbringing as possible. Instead of sending orphaned children immediately to institutions when they have no relatives or friends to care for them, the effort is to place them with families which, when effectively supervised, can offer them a better substitute for care in their own homes than an institution can usually offer.

Striking evidence of the State's recognition of its duty toward dependent children is found in the French law of July 24, 1917, making "wards of the nation" all the children of her soldiers and civilians who had been killed, wounded, or incapacitated for wage earning. Their title to the State's protection and guardianship is legally recognized, and the State takes the responsibility of supervising their education, of providing them with homes in families or in some of the institutions already organized for caring for dependent children, and of placing them where they can receive technical and manual training. Italy has passed a similar law.

THE PROBLEMS OF ILLEGITIMACY IN WAR TIME.

As one result of the bureau's studies of child welfare in the warring countries, Miss Emma O. Lundberg, head of the social service division of the Children's Bureau, presented a brief paper at the National Conference of Social Work upon "Illegitimacy in Europe as affected by the War." She shows that few reliable figures concerning vital statistics in Europe since the war have reached this country. This is especially true of Germany, Austria-Hungary, and Russia. She states that such figures as are available indicate that the actual number of births, both legitimate and illegitimate, have decreased since the war; but the decrease in illegitimate births has been proportionately less than that in legitimate births. The evidence obtainable does not bear out the reports that have been circulated of widespread increase in illegitimacy. No figures are available for the invaded areas. It has been found that:

In England and Wales between 1913 and 1916 the number of illegitimate births decreased two-tenths of 1 per cent. In the same period the total births decreased 10.8 per cent. The percentage of illegitimate births to total births showed a rise from 4.3 in 1913 to 4.8 in 1916.

Most of the changes since the beginning of the war in regard to the status and support of children born out of wedlock have been made for the purpose of extending State aid to the children of soldiers. They have been a result of the recognition of the need for adequate support of all children and concern for their welfare as indispensable to the welfare of the State.

In England the statutes have been amended so as to permit issuance of separation allowances for illegitimate children, provided the child's status in relation to the father had been established prior to mobilization or enlistment. In Germany the law on allowances for soldiers' families has been amended to include illegitimate children under 15 if the obligation to support had been determined. In cases of illegitimate children born after the beginning of the war the putative father who is in the service is examined regarding paternity by the military judicial officer. In Austria the new law puts on the father the obligation to furnish to the mother the cost of confinement, of her maintenance during six weeks following, and later expenses if necessitated by consequences of confinement. Birth-registration authorities are required to report to the district court cases of illegitimate birth. When necessary for the protection of the child the court takes steps to secure legal recognition of paternity and secures support from the father. The same pension is given to illegitimate as to legitimate children. France has provided for the legitimization of illegitimate children by the subsequent marriage of their parents. Soldiers and sailors are authorized to marry by proxy in times of war in case of pregnancy of future wife, or where there are children to be legitimated. Italy has also legalized marriage of soldiers by proxy.

No large and unusual undertakings have been initiated for the care of illegitimate children, but the means already existing for securing their welfare have been reenforced and extended.

In England the local government board in its annual report for 1915-16 stated that there was great need for increased supervision of the welfare of illegitimate children and recommended keeping the infant with the mother so far as possible during the first year of life. The benefits of maternity insurance apply to unmarried as well as to married mothers. The reports of the committee on the health of munition workers emphasize the need for maternity care for married and unmarried mothers.

The German authorities have recognized the importance of protecting unmarried mothers and illegitimate children. Maternity benefits are provided in case of the birth of an illegitimate child if the father's obligation to support has been determined. In Leipzig all illegitimate babies, as well as babies of the poorer classes, are brought under the city's care as an experiment in child welfare during the war.

The illegitimacy rates in the United States for which figures are obtainable have always been considerably lower than in most European countries. Yet to a smaller extent the problem exists here, and in making plans for Government allowances the question of support of illegitimate children of members of the military forces must be considered.

It is a notable feature of the mobilization of the American Army that the Secretary of War has organized a commission known as the Commission on Training Camp Activities, and that national agencies have undertaken to cooperate in providing recreational facilities and decent social opportunities for the men in the camps.

Evidence of the anxiety for the protection of the men in the training camps and of the girls in the towns in which cantonments are located is found in the bureau's correspondence. The persistent rumors of an increasing illegitimacy rate led various public-spirited persons to urge the bureau to gather information as to the size of the problem, and to suggest means of caring for the children of unmarried mothers.

Upon consulting Hon. Raymond B. Fosdick, chairman of the Commission on Training Camp Activities of the War Department, it was found that similar rumors had reached his office. Published statements mentioning three towns near camps where many girls were said to have become pregnant had led to a searching inquiry into the conditions in those towns.

Absolutely no foundation could be found in any one of the three towns for the statements made about the girls there.

A correspondent of the bureau, the superintendent of a society devoted to the protection of unmarried mothers and their children, wrote of large numbers of girls reported pregnant by soldiers in two different localities, and quoted reputable authorities. As he suggested Government action he was urged to trace these rumors to their sources so as to give a reliable basis for consideration. A few weeks later he wrote that the conditions had been greatly exaggerated. After further investigation he said, "It was a case of rumors added to rumors equaling facts" in the minds of his informants.

The danger that instances of illegitimacy will result from the camps exists, of course. It can be reduced to a minimum by our recognition of the danger and by the vigorous efforts of public and private authorities to protect both the boys and the girls. Undoubtedly the alertness of Army and Navy officials in this country to the need of providing decent opportunities for social life among the mobilized troops will be an important factor in preventing the rise of the illegitimate birth rate here.

Protection must be afforded by proper policing, but far more by provision of (1) ample social opportunities; (2) ample hotel and boarding-house space of unquestionable character at reasonable prices, made available for every woman old or young who visits a cantonment town for any legitimate reason; (3) suitable chaperonage when needed or desired; (4) competent woman guides to meet incoming trains.

For the lack of any or all these safeguards young men and women can not be held accountable. To provide them effectively is the business of officials and of civilians no longer young.

The bulk of all protective work must be done locally. It will cost much money, much self-sacrificing, exacting toil on the part of salaried and volunteer persons. But it is a needed patriotic service of a high order, the good effects of which will last far into the peaceful future.

CHILD LABOR.

The British colonies, notably Canada, Australia, and New Zealand, have thus far maintained their standards of labor.

The latest reports from England, France, and Italy show that the earlier granting of special war-time exemptions is already recognized as injurious to children, and great efforts are made to restore or to improve the regulations in force before the war. This is particularly true of France and England. The reports of the British committee on the health of munition workers have repeatedly called attention to the injury to young persons of long hours and night work, while the board of education has been concerned with the exemptions which have withdrawn children from school for work upon the farms.

In Great Britain also a special committee on juvenile education in relation to employment after the war recommended a reorganization of elementary education. They would render both factory work, and farm work during school term, impossible for children under 14 by providing compulsory education under that age without exemptions. They emphasize the point that the educational needs of rural children are quite as pressing as those of town children. And they propose that all young persons up to the age of 18 shall have eight hours' schooling per week in daytime continuation classes within the legal hours of labor and that this measure shall be compulsory alike upon employer and employee. The British educational budget for 1917-18 presented by the board of education included the largest increase over that for the preceding year known in the history of the board. In stating the case for these estimates Mr. Herbert Fisher, president of the board, indicated that it was the intention of the board to follow up the immediate improvements for which the increase was requested with further measures making effective these recommendations of the committee. It is reported that a bill embodying these standards was introduced in the House of Commons in August.

In like manner France has under consideration an educational bill which proposes a system of continuation classes and requires part-time school attendance during working hours by all children under 17. We are told that this bill has the indorsement of the minister of commerce and of business interests in all parts of the country.

The English Report upon Juvenile Education in Relation to Employment After the War emphasizes the great importance of physical training and hygiene for boys and girls during the whole school period. France, too, is making plans for physical training in her schools. Neither in the British report nor in the pending education bill is there any mention of military training in the schools. Nor is military training mentioned in the French education bill. As is well known, France tested military drill in the schools and abandoned it some 15 years ago.

The official attitude of France toward the necessity of maintaining in war time the standards of the labor legislation secured in time of peace is shown in the words of M. Albert Thomas, the French minister of munitions, who has stated in the French official Bulletin des Usines de Guerre that "there is a close relation between the condi-

tions in which we place our workers and the improvement or the increase of our war products. For the very sake of the national defense we must conserve all their physical strength for the workers who are responsible for the manufacture of arms and for the output of our factories." The practical bearing of this statement is shown by the fact that France, after almost two years of war-time exemptions by which children were allowed to work at night in special cases, restored the night-work prohibition for girls under 18 and provided that other night workers should be subject to medical supervision.

A report on Child Labor in Warring Countries is now in press and will be available for distribution in advance of this report. It presents details of the exemptions from labor and school-attendance laws which have been permitted, notes on the efforts to restore former standards, and an outline of plans for the future.

INFANT AND MATERNAL WELFARE.

Great Britain achieved in 1916 the lowest infant mortality rate ever recorded for England and Wales; a fact made more remarkable by the rate for 1915, the first war year, which was higher than that for several preceding years.

The development of work for infant and maternal welfare from public funds in Great Britain, Germany, and the city of Paris bear striking witness to the importance of generous expenditure for the protection of infancy as a measure of war economy and for the prevention of waste. The measures by which these countries and the city of Paris have tried to increase their protection of mothers and babies were briefly described by Dr. Grace L. Meigs in a paper on Infant-Welfare Work in War Time, read at the last National Conference of Social Work. This paper was afterwards published in a more detailed form in a scientific journal, and reprints have been secured by the bureau for distribution.

In describing the work for infant and maternal welfare in England and Wales, Dr. Meigs says:

Among all the countries the experience of England since the war began is especially interesting and valuable to this country. * * *

In England, practically from the first day of the war, extraordinary measures have been taken to maintain and increase all means looking to the protection of mothers and babies. The part played by the national Government is perhaps the most salient point in this work.

It happened that just before the war Parliament was considering a grant to aid local sanitary authorities and voluntary agencies in carrying out such plans for maternal and child welfare as were approved by the local government board. The grants made yearly to such work might amount to one-half of its total expense. In a memorandum bearing the interesting date of July 30, 1914, the local government board gave the details of what such schemes should include, divided into measures for antenatal, natal, and postnatal care. The systematic home visiting of infants and young children was dwelt on, as well as the carrying on of centers for infant and maternal welfare. Especially emphasized also were the need of coordinating public and private work; the importance of providing proper prenatal and obstetrical care; and the desirability of giving greater attention to the care of the child between infancy and school age.

This grant before the war fortunately placed in the hands of the local government board a powerful means for stimulating and helping work for infant and maternal welfare after war began; and the board has used it with great success. Throughout it has taken the stand that in war time, in spite of the general need for economy, no economy should be exercised in this direction,

In concluding, Dr. Meigs makes the following suggestions:

1. No hasty conclusions should be drawn that the war makes immediately indispensable in this country such palliative measures as the increase of day nurseries or the supervision of pregnant women working in factories, to which dire necessity has driven certain foreign countries. Study is necessary to show how present and future economic and industrial conditions will affect the number of pregnant women and of mothers of young children employed in factories, and what measures are needed under these conditions.
2. The chief preventive measure for protecting babies is to insure their intelligent care and nursing by healthy mothers in their own homes.
3. The disorganization of infant-welfare work through the loss of physicians and nurses especially trained for it is an imminent danger and should be avoided if it can be done. In view of the greater demand for nurses, every effort should be made to enlist a large number of candidates for hospital training courses.
4. The preventive work for infant and maternal welfare already established should be strengthened and extended; and nothing should be considered more important in war time.

THE PUBLIC PROTECTION OF MATERNITY AND INFANCY WITH FEDERAL AID.

The understanding is growing in the United States that permanent success in reducing infant mortality can be achieved only in connection with the protection of mothers.

The infant mortality studies of the Children's Bureau show that an adequate income earned by the father of a family is a *sine qua non* of safety for babies. Its studies indicate also the injurious effect upon infant life when women are obliged to leave young babies and go to work and when they are obliged to work immediately before the birth of their children. Laws to prevent such work are only an apparent remedy. They do not prove enforceable in practice, and the sheer forbidding of a woman's earning money to eke out an existence may simply condemn her and her family to greater privation.

Diagram II, which shows the decline of the number of wage-earning mothers as fathers' incomes increase, affords proof enough, were proof needed, that, as was said earlier in this report, women with young families do not go into mill and factory from wayward preference for industrial life.

With the economic aspects of this great matter the bureau is empowered to do no more than to point out, as its studies proceed, the persistent coincidence of fathers' low earnings and high infant death rates.

There is a question, however, now pressing for attention which affects not only the lowest income groups but the greater share of American mothers; it is how to make promptly and uniformly available for all mothers and children, irrespective of income, in town and country alike, the services of nurses, doctors, conference centers, and hospitals.

And here the study of foreign experience is especially timely. The local government board of Great Britain in a 1917 report¹ emphasizes the necessity for increasing the protection of mothers and babies and describes the program now in operation, which is justified by the improved infant mortality figures for the many separate sanitary

¹ Maternity and Child Welfare, report on the provision made by public-health authorities and voluntary agencies in England and Wales, London, 1917.

districts of England and Wales, where with marked uniformity decreases appear for the second year of the war as against the first. At the same time the average figures for England and Wales show an infant mortality rate for 1916 of 91, as against an average yearly rate of 110 for the period 1911-1914. The chief features of the local government board's program are:

1. The extension of money grants by the local government board to local sanitary districts under carefully specified conditions.
2. The notification of births to the local medical officer of health within 36 hours. (Registration may be made within six weeks.)
3. The establishment of centers for hygienic and medical advice for mother and babies.
4. Provision for proper care at childbirth.
5. Sufficient arrangements for hospital care when necessary.
6. Home visiting by health visitors.

The duties of health visitors are educational as well as practical. Many of the visitors are nurses. It is plain that their work is closely analogous to that of the public-health nurse in the United States.

It is of special interest to this country that the program of the local government board covers rural as well as urban areas.

One of the early bulletins of the Children's Bureau described the activities of the New Zealand Society for the Health of Women and Children. The success of New Zealand in securing and maintaining for a considerable term of years lower infant mortality rates than those recorded for any other country is well known.

The New Zealand Year Book for 1916 exhibits no increase of infant mortality thus far in war time. It contains a table for five years, including the war year 1915, which shows the deaths of infants under 1 year of age for every 1,000 births in New Zealand and a comparison with those of the Australian Commonwealth. From this table the following columns are taken:

Deaths of infants under 1 year of age to every 1,000 births.

Year.	New Zealand.	Australian Commonwealth.
1911.....	56.31	68.49
1912.....	51.22	71.74
1913.....	59.17	72.21
1914.....	51.38	71.47
1915.....	50.05	67.52
Mean of 5 years.....	53.63	70.29

It will be noted that the rates for New Zealand are substantially and consistently lower than those of the Australian Commonwealth for each of the five years. An effort has been made to learn the reasons of this difference.

Full details as to the care provided for maternity and infancy in New Zealand and the Australian Commonwealth are not available, but certain outstanding facts as to the provisions made in the respective countries would appear to indicate that the special methods em-

ployed in New Zealand have a share in causing the differences shown in the table. For the last nine years New Zealand has prosecuted a vigorous educational campaign, carried on by the Government and by the New Zealand Society for the Health of Women and Children. The society describes itself as being one for mutual helpfulness and mutual education in the field indicated by its name. Its chief aims are (1) to uphold the sacredness of the body and the duty of health * * *; (2) to acquire and disseminate accurate information and knowledge on matters affecting the health of women and children * * *; (3) to train specially and to employ qualified nurses whose duty it will be to give gratis, to any member of the community desiring such services, sound reliable instruction, advice, and assistance on matters affecting the health and well-being of women and their children.

The society has more than 80 branches scattered over the country, according to the 1916 report. It issues a book on the care of mother and baby, secures constant and generous cooperation from the press, conducting a baby column in most of the newspapers throughout the country, holds many meetings, has a special hospital in Dunedin where infants who are sick or not flourishing can be cared for and watched until a proper regimen is established for the individual case and the mother fully instructed. Traveling or visiting nurses furnish instruction and actual care. The Government also employs visiting nurses for the remote "back blocks." In some instances these nurses are also responsible for small cottage emergency hospitals at their stations. The Government maintains four maternity hospitals, which are intended to be self-supporting. It also publishes and distributes, free of cost, books dealing in a practical manner with the hygiene of maternity and infancy. It cooperates effectively with the Society for the Health of Women and Children. Thus throughout this comparatively new pioneer State a fairly complete plan is in operation making available to a prepondering number of the mothers of New Zealand in country and town alike information, nursing, medical, and hospital service.

The Commonwealth of Australia makes an allowance of £5 when a child is born. The yearly number of births and the total bestowal of the cash allowance is indicated as follows:

Calendar year.	Number of births.	Total Government allowances at £5 each.
1913.....	135, 714	£674, 990
1914.....	137, 963	694, 275
1915.....	134, 871	659, 745
1916.....	131, 426	662, 035

Notwithstanding the general acceptance of the £5 allowance, it is computed that 36.4 per cent of the births in the last year for which information is available were unattended by a physician. The Report on Infantile Mortality submitted to the Parliament of the Commonwealth of Australia in June, 1917, by the Committee Concerning Causes of Death and Invalidity in the Commonwealth, strongly urges

the adoption of a general scheme of practical measures such as have been outlined above in order to lessen the present infant mortality rates in that country.

In August, 1917, the same committee submitted the Report on Maternal Mortality in Childbirth. Figures are given to show that, although there was a fall in the death rate after the introduction of the payment of maternity bonuses, yet this fall was not so great as the fall during the preceding years. The report concludes with the following paragraphs:

Speaking generally, your committee is of the opinion that much greater benefit could be obtained from the large sum of money spent annually than is being obtained under the present system, and that as the wastage of life and damage to health now occurring in connection with childbearing is due to the ignorance of the mother and lack of skilled care such improvement should be sought in two directions:

(1) The provision of every facility for pregnant women to obtain skilled advice *before* the confinement occurs.

(2) The provision of trained attention by a properly qualified and *properly supervised* midwife or nurse during the lying-in period.

The exact method by which the latter of these highly necessary measures is to be accomplished should be a matter for further earnest consideration.

Information is necessary concerning the causes of illness as well as the causes of death amongst women during confinement. With the economic aspects of the direct payment to women of a cash bonus, your committee is concerned only in so far as the health and lives of the women are affected.

* * * * *

In the opinion of your committee, however, there is imperative need for the immediate extension of existing facilities for pregnant women to obtain skilled advice concerning their health before their confinement, and the Commonwealth Government might well provide financial assistance to enable women's hospitals and similar institutions to inaugurate or extend such branches of their activity, and might even undertake the provision of such facilities in places where they are as yet nonexistent. The return to the community would almost certainly more than compensate for the expenditure involved.

Throughout the United States, in town and country, the protection of maternity and infancy is a national problem. Rural needs have been comparatively little realized, but the reports of the Children's Bureau and of the Department of Agriculture¹ show their existence.

Is it not evident that the public must assume this responsibility, and that the duty can not be discharged by cash allowances alone; but that a nation-wide program, which shall embrace many activities, is needed?

A program for the United States should include no less than—

1. Public-health nurses, who shall be available for instruction and service as are the public-school teacher and other public officers. Many hundred municipal nurses are already thus employed in the principal cities of the United States, a few are already at work in the country, and the specialization necessary for the protection of mothers and infants would only extend a system already approved.

2. Instruction in schools and universities, and through different forms of extension teaching, covering the field of hygiene for mothers and children, furnished at such places and times as to meet the needs of persons of varying ages and circumstances.

¹ Children's Bureau: Rural Child Welfare Series, and report on Maternal Mortality by Dr. Grace L. Meigs. Department of Agriculture: Letters from Farm Women on their Social, Labor, Domestic, Educational, and Economic Needs.

3. Conference centers at county seats or elsewhere, affording convenient opportunity to secure examination of well children and expert advice as to their best development.

4. Adequate confinement care.

5. Hospital facilities made available and accessible for mothers and children.

New Zealand in 1916 reports an infant mortality rate of 50.05, while the United States in 1915 reports an infant mortality rate of 100 for the birth-registration area, and the most favorable rate for a State is that of 70 for Minnesota. Of the 10 States in the birth-registration area in 1915, 6 have rates more than double New Zealand's. Can this country begin a more humane and reasonable public duty than to recognize its responsibility for the care of all its mothers and children? Can we afford to disregard the experience of other countries? Why should not Minnesota enter the race with New Zealand?

It can not be made too clear that no one is qualified to state a reasonable infant death rate. Were justification needed for Dr. News-holme's oft-quoted dictum that if children were well born and well cared for the infant death rate would be negligible, it can be found in the report of the local government board of England and Wales on maternity and child welfare, issued in 1917, to which reference has been made above. Figures are given showing for certain small favorable areas mortality rates markedly lower than those recorded for any district in any one of the cities thus far studied by the Children's Bureau; in other areas, where higher infant mortality rates ordinarily prevailed, considerable decreases are evident. They are attributed in large part to the Government grants which have aided in the introduction of public-health visitors, infant consultation centers, hospital facilities, and education in the care of mother and child, and to the notification-of-births act which makes prompt assistance possible. In view of the recent reductions in the English rates we may well be concerned by the high averages in American cities and rural areas.

Established precedent exists in the United States for creating a method of affording public protection for maternity and infancy with Federal aid.

On May 8, 1914, Congress passed what is popularly known as the Smith-Lever Act, "To provide for cooperative agricultural extension work between the agricultural colleges in the several States receiving the benefits of an act of Congress approved July 2, 1862, and of act supplementary thereto, and the United States Department of Agriculture." It provides:

SEC. 2. That cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this act.

A certain sum is allotted annually to each State and additional sums are provided, increasing annually during a term of years until

a maximum is reached, to be distributed among the several States which shall comply with the terms of the act. No payment beyond the original sum shall be made "in any year to any State until an equal sum has been appropriated for that year by the legislature of such State or provided by State, county, college, local authority, or individual contributions from within the State, for the maintenance of the cooperative agricultural extension work provided for in this act."

All the States assented to the provisions of the act during the first year after its passage.

In like manner the Federal Government may grant appropriations to States in aid of maternity and infant protection to be distributed in local areas where investigation shows need and where contributions are duly authorized from State and county funds in such proportions to the Federal fund as may be determined.

In the effective work already going on under State boards of health having child-hygiene divisions, through the extension service of the home-economics departments of many State universities, and through the county agents of the Department of Agriculture and of the land-grant colleges a basis is already prepared for a nation-wide movement which would be made possible by an act of Congress permitting appropriations from Federal funds for the public protection of maternity and infancy.

BRIEF WAR-TIME PROGRAM.

This report mentions the studies the bureau is carrying on of the provisions for children in the warring countries, and reference is made to these studies for fuller information as to the heroic efforts of civilians to guard children from death and physical weakness, from ignorance, from untimely work, and from delinquency in countries under the greatest war strain.

In the light of observations made by the bureau for the past five years in this country this report also describes certain present needs of children here, all now more urgent because the Nation is at war and all to be met only by patriotic effort and sacrifice on the part of our civilian population.

The pressing essentials of a reasonable child-welfare program for the United States in war time may be condensed under four heads:

I. Public protection of maternity and infancy. (Last year 15,000 mothers and 300,000 children under 5 years of age died. Most of the deaths were preventable.)

Essentials: (a) Public-health nurses and suitable medical attention; (b) the care of babies by their own mothers under decent home conditions.

II. Mothers' care for older children.

Essentials: (a) Adequate living incomes; (b) family allowances for soldiers' families; mothers' pensions for civilians; (c) special provision for extraordinary needs, so far as required to enable mothers of older children to afford the home comfort and protection which are the best safeguard against delinquency.

III. Enforcement of all child-labor laws and full schooling for all children of school age. Standards should be maintained in spite of war pressure.

IV. Recreation for children and youth, abundant, decent, protected from any form of exploitation.

Respectfully,

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

REPORT
OF THE
COMMISSIONER OF NATURALIZATION

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REPORT OF THE COMMISSIONER OF NATURALIZATION.

U. S. DEPARTMENT OF LABOR,
BUREAU OF NATURALIZATION,
Washington, July 1, 1917.

SIR: The operations of the Bureau of Naturalization and of the naturalization courts for the fiscal year 1917 are presented for the sake of brevity mainly in tabulated form. Such comment only is made as seems necessary to bring into due prominence facts of special importance bearing upon the work of the bureau and of establishing the statutory conditions upon which the bestowal of citizenship is conditioned.

It is to be regretted that in the mind of the general reader such a method of reporting is apt to reduce to a dull mechanical record of statistics what is peculiarly and in a large sense a narrative of intense human interest. This method, however, if such reports actually are to be read and their contents digested, is unavoidable in view of the many reports issued annually on the varied administrative activities of the Government. The most interesting report unread represents so much lost energy, whereas the dullest and most mechanical, to the careful reader in search of information, accomplishes its purpose and thus justifies its preparation and publication.

In considering the ensuing tables the vital thing to bear in mind is that these figures represent human beings, and human beings in that most important stage of human progress stepping upward from the infantile stage of blind and unquestioning obedience backed by external compulsion to the plane of political maturity which not alone has a part in making the laws but, what is more important, must obey the laws from an inward and self-imposed sense of obligation. The naturalization of an alien, under our laws, may be compared justly to the "coming of age" celebration of the heir to a great estate. It is the formal recognition of an accomplished fact, the attainment of manhood with all of its implications of the putting away of childish things and the assumption of the obligations that marks the mature and responsible personality.

The year that has just passed, so eventful in every way, has been specially noteworthy with respect to the effect of the world contest upon the question of political allegiance. It is not simply the increased striving to become citizens of the country and the more painstaking care of the courts to insure the admittance of such only as are genuinely attached to the principles of the American form of government above those of any and all foreign powers; it is something far more significant and widespread. It is nothing less than the sudden awakening of our people to a sense of the value of

American citizenship, not merely to the person who acquires it but to those who always have had it and who know that at all cost it must be preserved in its purity. The prodigality of our people has been displayed not only in the waste of its material possessions. No less freely and improvidently its wide-opened hand has scattered charters to the high privileges of membership in our citizenry. It is as though we believed we could make a citizen, as a mere act of grace, by bestowing a certificate of naturalization; and so we gave these papers, as we give largely to some public benefaction, with a childish confidence that such giving is enough to secure the accomplishment of the object in view.

This state of the public mind is expressing itself in all kinds of patriotic movements as means of Americanization; public gatherings to honor the flag, to celebrate Independence Day, to advertise the material achievements of a free people, to revive in the sensibilities of "the masses" the inspiring force of American history. Characteristically we are going to make amends for the omissions of a century, and, by feverish activity, to put things right at once. Of course it can not be done; but, equally of course, there is one unconsidered fact that lessens the necessity of immediate artificial propagation of Americanism, if that were possible or were desirable. Highly colored and suggestive posters are not needed to inspire in the human breast—and the alien is no less human than the native born—a genuine love for institutions dedicated to the high purpose of assuring to every man an equal opportunity for the attainment of his ideals of a useful and happy existence. This love is an inseparable attribute of humanity, whether the mental training of the individual in any given case has enabled him by self-examination and abstract reasoning to perceive it intellectually or whether the untrained impulse of his heart has brought him to seek in a remote foreign land, under the symbols of food or money, those larger opportunities of life which he has heard are to be found here.

If this inherent love of liberty is apparently lost or weakened, it is because as a practice we have not maintained it ourselves. The love really remains in its integrity, but the thing that is gone is the belief that liberty is to be found securely under the operation of American institutions. This loss can not be made good by any "brass-band" methods. It is remediable by a return to the practice of Americanization—the actual doing, particularly in relation to the alien, of those things which must be done if our Americanism is anything more than a mere national trade-mark and which, if Americans do not love the principles of our Government simply for what they can get out of them for themselves, they can not avoid doing.

The most important fact of the fiscal year, then, that this report has to state is the awakening of our own people to a sense that they have some duty to perform in connection with this matter of granting American citizenship. We may with some confidence rely upon the good sense of the people to ascertain what that duty is and to perform it—after the noise and wasted energy of the "limelight" lovers have been diverted to some other interest requiring less quiet and steady application than the work of Americanizing, first, Americans by birth; and then, aliens, by training.

The next fact in importance that this report has to deal with is the sudden and enlarged impulse to seek American citizenship which has

been evinced during the year under consideration, especially that part of the year immediately preceding and following the declaration of war against Germany. This subject will be considered later on in connection with the tabulated reports on the number of naturalization papers filed during the year.

For convenience of reference this report is arranged in substantially the same form as those heretofore made. While the headings, such as "Work of courts," "Work of clerks' offices," etc., show specifically the work of each of these branches of the Federal Naturalization Service, it must not be assumed that any of the work so classified is distinct or separate from the work of the bureau. Its field officers, the examiners, are actively engaged in every branch of the work, both in the clerks' offices of the naturalization courts and in the hearings and determinations in each of the hearings in the courts; and the central office, the bureau proper in Washington, supervises and directs the activities of the examiners.

WORK OF THE COURTS.

In Table 1, given below, is shown the number of petitions disposed of by the courts during each of the fiscal years since the establishment of the bureau and their disposition in each case.

TABLE 1.—*Number of persons granted or denied citizenship during the fiscal years 1907 to 1917, inclusive.*

	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917
Granted.....	7,735	25,517	38,372	39,206	56,257	66,965	82,017	105,439	96,390	93,911	94,897
Denied.....	250	3,330	6,341	7,781	9,017	9,635	10,891	13,133	13,691	11,927	9,544
Total.....	7,985	28,847	44,713	46,987	65,274	79,600	92,908	118,572	110,081	105,838	104,441

19 months only.

While the number of cases in which certificates were granted shows an increase over the corresponding number for 1916 of 986, there was a decrease in the cases disposed of aggregating 1,397. This reported decrease in the cases disposed of is to be accounted for by the fact that a large number of the petitioners were Germans and that many of the courts have simply postponed final action on these cases because of the provision of section 2171 of the United States Revised Statutes, which is as follows:

No alien who is a native citizen or subject, or a denizen of any country, State, or sovereignty with which the United States are at war at the time of his application, shall be then admitted to become a citizen of the United States. * * *

The term "application" is vague, since the law provides for a declaration of intention (made at least two years in advance of the filing of his petition), for a petition, and, after the expiration of 90 days from the date of the petition, for a hearing in open court. Naturally, views have differed as to which of these three steps on the part of a person seeking citizenship is meant by the word "application," though the majority of the courts appear to have construed it as descriptive of the filing of the petition. Some of the courts have deferred action in the hope and belief that Congress would legislate definitely upon

the point, and some have leaned to the view that the spirit of the legislation was to be found in the view that it was the design of the language quoted to exclude from citizenship, during such war, those owing allegiance to any country with which the United States is at war. This view, it may be suggested, has the support of a provision of law which forbids even a free-born American citizen to expatriate himself "when this country is at war," constituting a recognition of Germany's right to do likewise, and particularly to forbid her subjects to become citizens of a country with which she is at war. To a highly conscientious judge the natural difficulty of deciding that a petitioner, under any circumstances, is "attached to the principles of the Constitution of the United States" and "in every way qualified to become a citizen" is greatly increased as to the subjects of Germany under existing conditions; and he may well be more exacting as to the character and sufficiency of the evidence to satisfy him with reasonable assurance that such is the case.

On the other hand, is it not a rather unreasonable and archaic measure to exclude every alien from naturalization, irrespective of his personal merits, only because the accident of birth within its limits has made him the subject of a State with which this country is at war? They must vary individually, precisely as they did before the war and as they will do when peace is restored. The most casual observation discloses the fact that the mere place of birth does not determine one's real sentiments toward the State of which such place is a part. This is true even of those born in our own country. Would it not be a broader and more humane policy and one more in consonance with the American principle of the individual right—to choose freely his own allegiance—to repeal this law? There would still remain for the protection of the country from unworthy aspirants to citizenship the administrative investigation of each, the public notice, the necessity of satisfying the court at a public hearing of individual fitness, and, finally, the means of revoking naturalization unworthily obtained.

If there remain still consideration against such a policy, is it not true that there are some evil results that ensue from other distinctively American principles, such as freedom of the press and freedom of speech? Yet no intelligent patriot would consent to the denial—or even the suspension—of the exercise of the rights secured by these principles, even though upon occasions they may be shamefully abused.

It is obvious that if the principles of our Government are sound they will stand the test of all conditions; and his confidence in and loyalty to them is of a wavering and conditional character who, either explicitly or by necessary implication, discloses a belief that they require amendment in time of war. If they are not good in times of war, neither are they of value in times of peace.

TABLE 2.—Certificates of naturalization issued and denied in the various States and Territories, with reasons for denial, fiscal year ended June 30, 1917.

State or Territory.	Certificates denied, and reasons therefor.														Total petitions disposed of.	Per- cent- age of denials.			
	Already a citi- zen.	Im- moral char- acter.	Incom- petent wit- nesses.	Insuffi- cient resi- dence.	Ignor- ance.	No cer- tificate of arri- val.	Decla- ration invalid.	No ju- risdic- tion.	Peti- tioner's future pe- tition.	Want of pro- secution.	Unable to pro- duce wit- nesses or depo- sitions.	De- ceased.	Section 2109.	Miscel- laneous.			Total.		
Alabama.....			3				1		2		4	1			10	121	131	8	
Alaska.....									1							2	201	203	1
Arizona.....	1	6	9	3	1		9	1	1	13	5	1		1	45	189	234	19	
Arkansas.....			11	1			3								4	33	60	45	
California.....	2	16	112	9	10	8	34	16	5	235	14	6	3	15	484	4,823	5,307	8	
Colorado.....	1	3	30			3	8	3	5	37					9	104	930	11	
Connecticut.....	6	9	32	8	47	8	7	1	2	72	6	3	2	2	204	1,999	1,999	10	
Delaware.....										8					10	98	108	9	
District of Columbia.....		1		1					1	5					26	208	216	4	
Florida.....	1								3	21		1			26	208	234	11	
Georgia.....			5				2	1	3	12				1	24	109	133	18	
Hawaii.....			1												5	94	99	5	
Idaho.....		1	23	3		1				15	4	1	1		71	524	596	12	
Illinois.....	4	47	368	21	53	6	104	7	5	233	26	12	2	25	854	9,161	9,161	9	
Indiana.....	1	7	68	5	3	2	30		5	30	6	3		3	104	788	862	17	
Iowa.....		8	86	14	7		35	5	3	50	4	1		23	236	1,058	1,254	22	
Kansas.....	1		33	10	1	1	15	2		17	2	2		11	97	375	422	28	
Kentucky.....			1						2						5	94	94	8	
Louisiana.....		9	3	2		1	1	4	2	17		2			47	245	269	16	
Maine.....	2	3	12	2		2	5	1		19	5	1		1	56	433	495	17	
Maryland.....	1	2	4						2	1				3	36	468	504	17	
Massachusetts.....	8	19	56	13	119	12	24	1	17	6	7	12		4	434	5,759	6,193	7	
Michigan.....	4	14	125	13	27	1	39	4		137	13	5		16	389	3,127	3,516	11	
Minnesota.....	2	12	48	3	12		16	3	11	95	2	10		10	225	2,937	3,162	7	
Mississippi.....				1						4					9	52	61	15	
Missouri.....	1	9	44	8	18		16	1	7	76	4	1		9	197	928	1,125	17	
Montana.....	3	14	115	5	12	4	38	27	24	78	6	3	3		335	2,570	2,570	13	
Nebraska.....		3	11	2			46	4	2	11	1			10	144	825	969	15	
Nevada.....		3	3			2	12	1	1	5		1			40	140	180	22	
New Hampshire.....	2	1		4		2	8			9				1	30	301	331	9	
New Jersey.....	2	23	269	19	34	3	41	8	13	135		8		31	586	4,510	5,096	11	
New Mexico.....			4							6					21	90	111	19	
New York.....	3	167	677	53	577	26	114	12	30	497	2	21		247	2,434	25,008	27,442	9	
North Carolina.....										3					62	63	62	5	
North Dakota.....	5	4	20	4	11	2	6	3	2	38		3	1	3	104	1,142	1,246	8	

TABLE 2.—*Certificates of naturalization issued and denied in the various States and Territories, with reasons for denial, fiscal year ended June 30, 1917—*
Continued.

State or Territory.	Certificates denied, and reasons therefor.															Total. Total.	Certifi- cates granted. or de- posed.	Total peti- tions dis- posed of.	Per- cent- age of denials.
	Already a citi- zen.	Im- moral char- acter.	Incom- petent wit- nesses.	Insuffi- cient res- tore- dence.	Ignor- ance.	No cer- tificate of arri- val.	Decla- ration invalid.	No ju- risdic- tion.	Peti- tioner's motion.	Premat- ure pe- tition.	Want of prose- cution.	Unable to pro- duce wit- nesses or depo- sitions.	De- ceased.	Sec- tion lan- guage.	Miscel- laneous.				
Ohio.....	2	12	48	2	6	2	6	2	11	1	125	5	3	.....	11	226	3,823	4,069	6
Oklahoma.....	2	4	23	2	1	4	18	5	2	.....	18	3	2	.....	12	96	1,103	1,199	49
Oregon.....	3	5	56	4	1	1	20	4	14	.....	40	3	2	.....	1	158	1,153	1,311	12
Pennsylvania.....	3	20	202	14	24	5	35	4	20	4	364	5	15	2	10	727	11,131	11,958	6
Porto Rico.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Rhode Island.....	2	2	.....	1	.....	.....	1	.....	1	.....	1	.....	3	.....	5	16	1,291	1,307	1
South Carolina.....	.....	.....	2	1	.....	.....	1	.....	1	.....	16	.....	1	.....	1	23	43	66	35
South Dakota.....	8	2	19	2	1	1	8	.....	2	.....	20	.....	3	.....	4	70	634	704	10
Tennessee.....	6	1	6	1	.....	.....	.....	.....	2	.....	8	.....	.....	.....	1	19	72	91	21
Texas.....	3	3	22	.....	4	.....	4	.....	4	.....	30	6	3	.....	9	88	599	687	13
Utah.....	3	3	10	4	.....	.....	7	5	4	.....	24	.....	1	.....	2	61	288	349	17
Vermont.....	1	.....	5	4	2	1	.....	.....	6	.....	11	.....	3	.....	1	35	357	392	9
Virginia.....	.....	.....	8	.....	.....	.....	2	.....	2	.....	2	.....	1	.....	1	29	343	371	8
Washington.....	2	8	69	11	12	3	11	9	18	2	78	.....	4	.....	7	234	1,917	2,151	11
West Virginia.....	2	9	1	.....	2	.....	2	.....	1	.....	21	.....	1	.....	1	38	224	262	15
Wisconsin.....	3	14	84	2	17	.....	15	1	1	.....	52	3	16	.....	9	218	3,583	3,801	6
Wyoming.....	1	1	6	4	.....	.....	5	2	1	.....	9	.....	1	.....	1	30	306	336	9
Total.....	79	456	2,729	266	1,020	100	766	161	243	49	2,869	131	160	15	510	9,544	94,897	104,441	9

As the caption indicates, the above table gives the reasons upon which the courts based their action on each one of the petitions disposed of during the year.

Without attempting any analysis of the figures given as to denials, it is curious to note that out of a total of 9,544 denials and 104,441 hearings but 456 were rejected because of "immoral character." Equally curious is the absence in the report of a single denial on account of lack of attachment to the principles of the Constitution—unless such denials were included among the 510 under the head of "miscellaneous." There were 1,020 denied on the ground of "ignorance"—that is, because they displayed a lack of knowledge of our form of government, State and Federal, which was thought to be inconsistent with the claim of "attachment to the principles of the Constitution." These 1,020, then, out of 104,441 petitioners heard and finally disposed of, besides a possible few of the 510 denied for "miscellaneous" reasons, represent the total who may not have been "attached," as the law requires; and even these may attain that state of affection when they have been taught the rudiments of constitutional law; at least if they can stand an examination on this subject and have been observant of the moral laws, their "attachment" to the "principles" of our Government will be assumed. This is not said satirically, still less as a criticism of the courts. The design is to expose a fatal weakness in the present system of ascertaining the most important, the vital fact upon which fitness to become a citizen rests. Good citizenship is not measured by mere intellectual comprehension of the Constitution; neither is a total ignorance of that law evidence that the "principles" of human liberty and justice that it was desired to maintain have not an abiding place in the innermost affections of one who has never read or heard one single provision of the Federal Constitution. This view does not disparage a knowledge of our Constitution. It does hold, however, that it is wholly illogical to conclude that such knowledge, however intimate and accurate, conveys an assurance that the possessor thereof sees through it those basic principles which exist in practical life and loves them. He may, without knowing them, or being able even to specify in terms a single one of them, subconsciously—to make use of a metaphysical word—be profoundly attached to them. Indeed they are so natural an expression of the innate craving of the human heart that all men are naturally drawn to them, unless they be such men as are opposed from reasons of pure selfishness and will not forego the advantages to themselves of exploiting their fellow man. This is the true reason why the country has been able for more than a hundred years to accept safely from the applicant for citizenship, in the place of evidence of such a state, a mere verbal assurance as to the state of his affection toward those things which are distinctly American. It must be clear that the circumstance of such a practice is inadvisable for the security of our institutions and unjust to the "stranger within our gates" who aspires to unite with us. He should know in terms those principles which are so indispensable to his life as a free man, and, as the wisely conceived means of securing him in the enjoyment of those principles, must learn the provisions of our Constitution and laws as well as our Federal and State administrations. Then he can truthfully profess

a state of feeling that is the essence of Americanism, and love the means to that end as well as the end itself.

This subject is dwelt upon at such length both because of its importance and because it is the one with which the courts have found most difficulty.

Largely at their instance a resort has been had to cooperation between the bureau and the State authorities engaged in the administration of the public schools to aid the latter in assuming the palpably insistent duty of training candidates for citizenship along the lines indicated. This work is discussed at a later page of this report.

Besides those petitions finally disposed of by the courts, many were deferred or continued. The number of those in each of the naturalization districts and the occasion for the continuances are shown in the annexed table.

TABLE 3.—Continuances, by naturalization districts.

	Ignorance of gov- ernment.	Illiter- acy.	Other causes.	Total.
Boston.....	1,242	186	2,517	3,945
New York.....	1,209	117	7,783	9,109
Philadelphia.....	488	50	2,537	3,075
Washington, D. C.....	359	103	325	787
Pittsburgh.....	1,751	.....	267	2,018
Chicago.....	1,034	78	1,514	2,626
St. Louis.....	724	.....	1,386	2,110
St. Paul.....	970	.....	2,110	3,080
Denver.....	234	2	216	452
San Francisco.....	601	.....	2,123	2,724
Seattle.....	539	23	722	1,284
Total.....	9,151	559	21,500	31,210

In considering the class deferred for "other causes" consideration should be given to what has been said already in regard to the operation upon German subjects of section 2171, United States Revised Statutes.

In Table 4 is given the result in the several districts of motions for the cancellation of certificates of naturalization "on the ground of fraud, or on the ground that such certificate of naturalization was illegally procured." Note the disjunctive conjunction "or" in the language quoted from section 15 of the act of June 29, 1906. It imports clearly two grounds for cancellation; first, where fraud has been committed to secure the certificate; and, second, where, although there has been no intention to practice deception on the court, there yet has been a failure by the petitioner to comply fully with the specific requirements of the law and hence his certificate has been "illegally procured." This specific point has been passed upon by the United States Supreme Court in the Johannessen case, where, irrespective of any attempt to impose upon the court, it was held that, since the grace of citizenship was extended to aliens upon certain conditions, the latter must at all hazards see to it that those conditions are fully complied with; "otherwise he takes nothing by his paper grant." (*Johannessen v. United States*, 225 U. S., 227.)

Notwithstanding this view by the final judicial authority, an administrative ruling that cancellations should not be sought unless, if secured, they will result in "a substantial betterment of the citizenship of the country," has prevailed with the United States attorneys to prevent the institution of motions to cancel unless there is evidence

of such personal misconduct on the part of the petitioner who has failed to comply with some of the conditions upon which he was offered citizenship as would prove him morally unfit to be an American citizen.

To summarize the situation which confronts the bureau in regard to this provision of the law, enacted for the protection of the country from the consequence of error, we have the Supreme Court saying in effect to alien candidates for citizenship "at your risk you must comply with all the requirements of the law; otherwise your certificate is worthless," while the administrative ruling says "unless you are personally unfit to be an American citizen, your certificate shall not be questioned, although you may not have complied in all respect with the law."

In general the practical result of this situation has been an absence of uniformity in the rule of naturalization, the discouragement of the examiners in their efforts to secure correction of palpable errors in the granting of certificates, and the loss of much time in the fruitless endeavor to bring cases of such error within the administrative ruling referred to, amounting in one district, that of St. Louis, to 142 cases in the fiscal year under consideration.

The obvious remedy for this condition is to place the control of this provision of the law in this bureau, under the same department which supervises the administration of all other features of the naturalization law. Dual authority and responsibility never have been and never will be productive of anything but confusion.

TABLE 4.—*Cancellation cases.*

Naturalization district.	Pending July 1, 1916.	Referred to United States attorneys.	Handled without reference to United States attorneys.	Certificates canceled.	Dismissed.	Discontinued.	Violations which, under circular No. 107, were not prosecuted.	Pending.
Boston.....	3	.....	.....	.....	.....	.....	.....	3
New York.....	12	8	.....	6	.....	2	.....	9
Philadelphia.....	6	3	2	3	.....	6	.....	2
Washington, D. C.....	38	1	27	42	.....	2	.....	22
Pittsburgh.....	17	2	16	24	3	.....	1	7
Chicago.....	.....	12	16	23	1	2	.....	10
St. Louis.....	8	8	19	30	.....	.....	.....	5
St. Paul.....	4	1	6	.....	1	1	.....	3
Denver.....	7	4	10	9	1	1	.....	10
San Francisco.....	2	2	1	2	.....	.....	.....	3
Seattle.....	8	2	5	6	.....	2	.....	7
Total.....	113	43	102	154	6	16	1	81

The figures in the last column represent cases in court not yet disposed of and do not include the very many that are "pending" in the sense that the bureau believes that they represent proper ones for cancellation because of failure to conform to the requirements of the law. There is no limitation of time that bars action upon them, but delay is to be deplored because they are furnishing precedents to evade the statutory provisions upon which the grant of citizenship is conditioned.

Although the enforcement of the penal provisions of the law is necessarily, and properly, exclusively within the province of another department of the Government, the following table is given both to

complete the view of the work of the courts and because the actual work of securing the evidence upon which the prosecutions were based is that of the examiners, officers of this bureau.

TABLE 5.—*Results of prosecutions for violations of the naturalization law.*

Naturalization district.	Prosecutions.		Not crossed.	Acquittals.	Number of fines.	Jail sentences.	Both fines and jail sentences.	Sentences suspended.	Amount of fines, exclusive of costs.	Pending.
	Pending from last year.	Commenced during fiscal year.								
Boston.....		1					1		\$25	
New York.....	42		19	2	5				\$280	16
Philadelphia.....	5	4	1	2		1				5
Washington, D. C.....	2	2		1		1				2
Pittsburgh.....	5	2	5	1	1				\$50	
Chicago.....	2	7			3	1	3		\$300	2
St. Louis.....		3			2				\$150	1
St. Paul.....		1		1						
Denver.....										2
San Francisco.....	2									2
Seattle.....		4				1	1		\$10	2
Total.....	58	24	25	7	11	4	5		\$15	30

¹ United States district court, Connecticut, \$25 fine and 1 day in jail.

² United States district court, southern district of New York, 2 fines of \$25, 2 fines of \$100, 1 fine of \$30.

³ United States grand jury, Trenton, N. J., refused to indict.

⁴ United States district court, Scranton, Pa., 1 year in Lackawanna County Jail.

⁵ Case dropped.

⁶ United States district court, New Orleans, La., 1 year and 1 day.

⁷ United States district court, western district of Pennsylvania, at Pittsburgh, fine of \$50 and costs amounting to \$33.72.

⁸ United States district court, Chicago, Ill., 3 fines of \$50 and 1 day in jail, 3 fines of \$50; and in United States district court of Indianapolis, Ind., 1 sentence of 1½ years in penitentiary.

⁹ United States district court of East St. Louis, Ill., 1 fine of \$50 and costs; United States district court of St. Louis, Mo., 1 fine of \$100 and costs.

¹⁰ United States district court of Oregon, 1 sentence of 90 days, 1 sentence of 30 days and fine of \$10.

The remarkable significance as to the practical value, in comparison with the outlay of effort and expense, of the enforcement of the penal provisions of law would be enhanced if it were possible to report approximately the cost of what was accomplished.

TABLE 6.—*Courts exercising naturalization jurisdiction.*

Court.	1907	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917
State.....	1,678	2,016	2,177	2,247	2,270	2,277	2,238	2,177	2,175	2,136	2,100
Federal.....	201	228	217	227	229	250	201	203	202	209	222
Total.....	1,879	2,244	2,394	2,474	2,499	2,527	2,439	2,380	2,377	2,345	2,322

¹ 9 months only.

The outstanding fact of interest disclosed in the preceding table is the continued decrease in the number of State courts exercising jurisdiction under the naturalization law. This is doubtless due to the fact that the work involved is rather onerous and that in some cases of relinquishment the bureau is advised that the number of applicants is very small and that a Federal court is easily accessible to those interested. While the result is to lessen the work of the bureau, this tendency is unfortunate in some respects. It lessens the number and increases the cost of attending the naturalization courts, while it removes the granting of citizenship, which is of both State and Federal concern, from those tribunals more nearly associated with local

interests and thus more alive to the consequences of granting citizenship to applicants well known in the immediate neighborhood.

The net result shown from the above table is that there are now 205 less naturalization courts than were open to petitioners in 1912.

WORK IN THE OFFICES OF CLERKS OF COURTS.

With some degree of success the bureau has been trying during the past year to confine the clerks of courts as far as practicable to such work as is of a purely clerical nature. As stated in former reports, this course was pursued both as a measure of economy in clerical work, so as to enable those officers to keep their work of filing declarations and petitions more closely current with the demand, and because to allow them to assume the duties of examiners was to put applicants to the risk of denials of petitions for errors that easily could be obviated by a prior examination of these papers by the trained examiners whose duty it is to object in court to petitions which upon their face do not comply with the law. While this plan can be resorted to only at those places where examiners are located, yet it is precisely in those places that the greater number of petitioners apply; and in the course of time doubtless a sufficient examining force will be supplied to extend the system generally. As an illustration, it involves far less expense and disappointment to a petitioner to ascertain before his petition is filed that one of his witnesses is incompetent, so that he may provide one not open to this objection, than to have his petition, after being filed and brought before the court, denied for that reason.

The same is true of any other curable defect, such as insufficient residence, premature filing, continued absence from the country during the statutory period of residence, lack of jurisdiction of the court over his petition, expiration of declaration of intention, omission of certificate of landing, etc. Startling evidence was furnished during the year—in the sudden and large increase in the number seeking the opportunity to file papers, particularly declarations of intention, or "first papers," as they are popularly designated—of the need to economize the time of the clerks of courts. Thus Table 7 shows that 438,748 declarations were filed in the year just completed as compared with 207,935 filed in that fiscal year next preceding, an increase of 230,813, or more than 100 per cent. Even this was accomplished only at the cost of much embarrassing delay to declarants and as the result in some of the large cities of work largely in excess of the power of the clerks to maintain with due care and with justice to their other duties.

As will appear further on, there was also a heavy increase in the work of filing petitions and preparing certificates, the former constituting much more extensive and exacting work than the declarations of intention require.

In presenting Table 7, showing the work of clerks of courts, it is necessary again to call attention to the fact that the figures given are approximately correct only, as many of the clerks neglect to send in to the bureau, within the period prescribed by law, the duplicates of papers filed. The figures given are correct as to the number of each of such papers sent in to the bureau before the tables were prepared and therefore are less than the correct figures of those actually filed.

TABLE 7.—*Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, as reported to the bureau, for the fiscal year ended June 30, 1917.*

A.—DECLARATIONS OF INTENTION FILED.

State or Territory.	Number of courts.		First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.	
	Fed- eral.	State.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	Grand total.
Alabama.....	5	10	15	43	.....	49	143	1	144	491	6	497	726	.....	7	723
Alaska.....	10	10	20	115	.....	117	125	.....	125	138	.....	138	138	.....	.....	495
Arizona.....	2	13	15	87	100	149	42	121	123	71	211	282	156	438	.....	694
Arkansas.....	7	41	48	13	.....	119	97	37	134	196	38	234	317	55	85	402
California.....	3	57	60	753	1,797	2,809	2,212	1,495	3,707	3,239	2,738	5,977	7,855	5,925	12,780	402
Colorado.....	2	60	62	1,044	1,899	2,115	1,411	2,115	3,526	435	370	805	1,065	1,168	2,233	2,233
Connecticut.....	2	10	12	317	376	693	474	803	1,277	1,874	1,989	4,764	4,871	7,922	12,749	12,749
Delaware.....	1	8	4	65	3	68	60	2	62	140	23	163	315	37	37	608
District of Columbia.....	1	1	2	82	.....	72	200	23	223	372	48	372	726	.....	.....	726
Florida.....	7	16	23	62	73	135	63	145	24	173	340	388	595	96	96	691
Georgia.....	9	21	30	31	.....	62	145	3	148	170	4	174	375	11	11	386
Hawaii.....	8	.....	8	179	.....	209	490	.....	490	127	.....	127	1,005	.....	.....	1,005
Idaho.....	.....	37	37	34	196	143	180	58	231	46	489	535	1,176	1,048	1,048	1,224
Illinois.....	4	111	115	461	8,072	3,533	603	432	1,330	763	23,052	23,815	3,157	44,143	47,300	11,286
Indiana.....	4	3	7	123	885	3,243	3,831	999	1,941	777	1,901	3,977	2,047	9,239	11,286	11,286
Iowa.....	6	101	107	16	877	1,035	12	333	28	66	62	1,567	1,222	3,923	4,045	4,045
Kansas.....	3	104	107	10	170	180	9	370	775	42	1,222	1,284	130	2,647	2,677	2,677
Kentucky.....	10	26	36	25	7	32	38	8	46	238	1,284	280	456	98	554	554
Louisiana.....	4	24	28	82	10	92	84	20	104	847	103	950	1,418	216	1,628	1,628
Maine.....	1	14	15	98	108	206	75	101	176	462	1,418	1,880	1,758	1,881	2,639	2,639
Maryland.....	1	21	22	127	146	273	133	204	337	1,187	748	2,294	2,531	1,421	3,952	3,952
Massachusetts.....	1	16	17	883	2,558	3,441	1,912	3,056	6,062	8,894	9,713	18,597	16,067	15,155	31,222	31,222
Michigan.....	1	86	87	1,675	2,907	4,582	2,726	2,948	4,410	1,857	9,091	10,948	3,951	18,796	22,747	22,747
Minnesota.....	6	88	94	119	941	1,060	122	1,203	2,869	409	4,602	5,011	3,882	9,116	10,497	10,497
Mississippi.....	7	16	23	15	10	11	52	7	59	61	.....	68	138	68	154	154
Missouri.....	8	92	100	495	505	63	568	3,069	187	4,160	287	4,456	8,238	581	8,819	8,819
Montana.....	2	43	45	940	943	1,021	8	1,033	1,041	9	1,216	1,225	21	4,202	4,223	4,223
Nebraska.....	2	98	100	719	719	928	106	1,034	1,140	.....	1,574	1,574	.....	4,477	4,477	4,477
Nevada.....	1	16	17	108	108	106	106	97	97	4	166	170	.....	5	.....	.....
New Hampshire.....	1	11	12	13	138	175	13	313	326	147	1,043	1,190	181	1,669	1,850	1,850
New Jersey.....	1	21	22	1,617	1,617	2,032	354	6	6,905	1,109	11,005	12,204	1,570	21,242	22,812	22,812
New Mexico.....	2	20	22	1,577	1,577	2,032	6	71	6,905	1,109	11,005	12,204	1,570	21,242	22,812	22,812
New York.....	1	70	71	2,144	2,144	9,307	7,776	33	29,085	8,327	43,342	51,669	20,862	88,880	109,742	109,742
North Carolina.....	4	9	13	9,290	9,290	11,922	9,307	9	29,085	8,327	43,342	51,669	20,862	88,880	109,742	109,742

North Dakota.....	3	83	56	12	400	412	2	585	587	.....	516	516	516	.....	894	894	14	2,385	2,389
Ohio.....	4	85	89	492	1,253	1,750	673	1,349	2,022	2,870	7,982	5,012	7,982	6,160	9,971	15,131	9,106	17,660	26,788
Oklahoma.....	2	69	71	10	46	56	5	51	56	45	131	176	131	31	234	235	91	2,432	533
Oregon.....	1	86	37	43	318	361	47	353	400	83	610	693	102	102	763	865	275	2,044	2,319
Pennsylvania.....	5	65	70	1,978	2,255	4,233	2,271	2,497	4,768	5,681	5,354	11,035	12,069	11,412	24,081	22,569	21,518	44,117	57
Porto Rico.....	1	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Rhode Island.....	1	4	5	295	16	311	408	27	435	1,659	86	1,745	3,277	1,048	4,325	5,639	1,177	6,816	6,816
South Carolina.....	5	9	14	16	196	196	18	18	18	115	115	115	115	115	3	86	3	1,544	1,570
South Dakota.....	1	64	65	.....	196	196	5	414	419	11	368	379	10	566	566	56	26	1,544	1,570
Tennessee.....	6	18	24	33	2	35	26	84	313	798	9	80	298	16	314	314	428	27	453
Texas.....	24	116	140	142	97	239	229	184	188	53	261	553	980	747	1,727	2,069	1,451	3,570	3,570
Vt.....	1	28	29	4	177	181	4	184	172	125	387	392	7	514	521	20	1,362	1,282	2,177
Vermont.....	1	13	13	65	11	76	60	12	72	125	20	145	692	174	866	942	217	1,199	1,199
Virginia.....	10	22	32	149	842	1,960	558	384	942	773	955	1,732	1,029	1,009	2,038	1,069	1,069	3,190	6,172
Washington.....	6	37	43	1,118	70	110	53	116	184	155	132	307	283	235	588	588	546	1,179	1,179
West Virginia.....	8	35	43	46	872	918	58	1,034	1,087	133	2,756	2,889	683	4,543	5,226	915	9,238	10,120	10,120
Wisconsin.....	2	71	72	46	872	918	58	1,034	1,087	133	2,756	2,889	683	4,543	5,226	915	9,238	10,120	10,120
Wyoming.....	1	21	22	18	135	153	21	146	167	16	217	223	30	241	271	85	739	739	739
Total.....	222	2,100	2,322	12,403	28,134	40,337	14,364	36,985	51,349	38,715	89,591	125,306	63,806	164,750	218,556	159,288	309,460	438,748	438,748

B.-PETITIONS FOR NATURALIZATION FILED.

Alabama.....	5	10	15	23	2	25	45	.....	124	45	.....	124	45	.....	124	45	.....	124	45
Alaska.....	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
Arizona.....	7	13	15	11	113	120	13	113	120	13	113	120	13	113	120	13	113	120	13
Arkansas.....	3	41	48	10	6	16	12	8	20	18	9	27	19	11	30	40	24	93	93
California.....	3	57	60	229	800	1,049	286	890	1,176	673	1,118	1,701	616	1,327	1,943	1,814	4,145	5,980	5,980
Colorado.....	2	60	62	87	152	219	82	131	213	164	213	377	130	169	209	443	665	1,108	1,108
Connecticut.....	2	10	12	144	191	335	178	315	493	321	542	983	353	663	1,006	998	1,701	2,697	2,697
Delaware.....	1	3	4	27	1	28	11	1	12	33	14	47	49	4	63	120	20	140	140
District of Columbia.....	1	1	1	23	45	45	45	18	45	107	107	107	155	16	155	240	45	240	240
Florida.....	7	16	23	38	7	45	31	18	49	60	4	66	61	16	66	269	45	269	269
Georgia.....	9	21	30	18	.....	17	43	.....	43	63	2	66	61	.....	61	183	45	183	183
Hawaii.....	8	.....	.....	36	14	25	36	36	36	31	95	31	50	128	50	142	446	530	530
Idaho.....	4	37	41	19	103	122	14	120	134	28	140	119	17	128	140	174	446	530	530
Illinois.....	4	111	115	231	1,949	2,130	350	1,787	2,137	499	3,140	3,969	217	3,586	3,753	1,307	10,362	11,669	11,669
Indiana.....	3	64	67	17	140	157	30	241	271	50	523	573	31	1,162	1,193	1,128	2,366	2,645	2,645
Iowa.....	3	104	107	13	251	284	12	335	347	21	306	387	16	306	317	58	1,357	1,315	1,315
Kansas.....	3	104	107	13	251	284	12	335	347	21	306	387	16	306	317	58	1,357	1,315	1,315
Kentucky.....	10	26	26	17	96	101	12	122	134	66	12	68	12	6	68	163	31	184	184
Louisiana.....	3	32	32	14	14	21	18	9	62	113	62	132	132	6	132	162	347	347	347
Maine.....	4	24	24	15	65	65	51	68	108	111	116	116	116	151	151	221	355	355	355
Maryland.....	1	1	1	285	64	360	77	86	108	132	120	116	236	114	399	608	353	941	941
Massachusetts.....	1	21	22	67	43	100	74	779	1,473	1,044	1,023	312	1,843	1,365	3,228	4,186	3,659	7,845	7,845
Michigan.....	1	13	17	608	472	1,077	694	779	1,473	1,044	1,023	312	1,843	1,365	3,228	4,186	3,659	7,845	7,845
Minnesota.....	1	80	83	720	808	808	128	672	800	150	2,263	2,263	210	1,164	1,364	576	4,079	4,079	4,079
Missouri.....	6	83	94	564	564	670	86	620	706	134	908	1,042	115	910	1,025	421	3,022	3,022	3,022

C.—CERTIFICATES OF NATURALIZATION ISSUED.

	5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90	95	100	105	110	115	120	125
Alabama.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Alaska.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Arizona.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Arkansas.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
California.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Colorado.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Connecticut.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Delaware.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
District of Columbia.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Florida.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Georgia.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Hawaii.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Idaho.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Illinois.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Indiana.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Iowa.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Kansas.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Kentucky.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Louisiana.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Maine.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Maryland.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Massachusetts.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Michigan.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Minnesota.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Mississippi.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Missouri.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Montana.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Nebraska.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Nevada.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New Hampshire.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New Jersey.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New Mexico.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
New York.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
North Carolina.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
North Dakota.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Ohio.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Oklahoma.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Oregon.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Pennsylvania.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Puerto Rico.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Rhode Island.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
South Carolina.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
South Dakota.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Tennessee.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Texas.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Utah.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Vermont.....	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

TABLE 7.—*Declarations of intention and petitions for naturalization filed and certificates of naturalization issued, as reported to the bureau, for the fiscal year ended June 30, 1917—Continued.*

C.—CERTIFICATES OF NATURALIZATION ISSUED—Continued.

State or Territory.	Number of courts.			First quarter.			Second quarter.			Third quarter.			Fourth quarter.			Total.		
	Fed- eral.	State.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Total.	In Fed- eral courts.	In State courts.	Grand total.
Virginia.....	10	22	32	81	1	82	57	1	58	111	6	117	83	2	85	332	10	342
Washington.....	6	37	43	164	372	536	210	275	485	211	161	372	264	270	534	839	1,078	1,917
West Virginia.....	8	35	43	3	26	29	16	30	46	1	15	16	57	78	135	76	148	224
Wisconsin.....	2	71	73	35	1,157	1,192	37	648	685	23	550	573	25	1,108	1,133	120	3,463	8,683
Wyoming.....	1	21	22	12	97	109	5	33	38	8	66	74	11	74	85	36	270	306
Total.....	222	2,100	2,322	6,029	18,235	24,264	5,095	13,445	19,140	5,810	16,636	22,440	7,738	21,809	29,047	26,272	69,626	94,897

An inspection of this table and comparison with the corresponding figures in 1916 show that the increase did not begin until the third quarter of the year, the number of declarations filed during the first two quarters of the year 1917 being considerably less than were filed in the six months ended on December 31, 1915, the termination of the first two quarters of the fiscal year 1916.

As appears in Table 7, there were filed in the third quarter of 1917, 128,306 declarations, or 72,672 more than in the same quarter of 1916, while the number filed in the fourth quarter of 1917 was 218,556, which was 166,533 more than the number filed during the fourth quarter of 1916 and 10,621 in excess of the number filed during the entire fiscal year 1916. A comparison of the number of petitions filed and of the certificates of naturalization issued with those reported last year likewise shows a heavy increase in that branch of the work of clerks of courts for the year under consideration. Thus in 1916 there were 108,009 petitions filed, and 132,320 in 1917, an increase of 24,311. As the petition is a much more elaborate paper, it requires the expenditure of much more time and care than a declaration of intention. The relative increase in the number of each of the two kinds of papers filed represents not much, if any, less increase in the amount of clerical work in petitions than on declarations. During the year just concluded there were issued 94,897 certificates of naturalization as compared with the corresponding total of 93,911 issued the year before.

These and other interesting particulars in regard to the enormous bulk of the work in the 2,322 clerks' offices during the period under consideration, as well as in prior fiscal years, are shown in Table 8, which follows.

TABLE 8.—*Number of declarations of intention and petitions for naturalization filed and increase or*

Naturalization paper.	¹ 1907	² 1908	1909		1910		1911		1912	
	Number.	Number.	Number.	In- crease over 1908.	Number.	In- crease over 1909.	Number.	In- crease over 1910.	Number.	In- crease over 1911.
Declarations.....	73,723	137,229	145,794	<i>P. ct.</i> 6	167,226	<i>P. ct.</i> 15	186,157	<i>P. ct.</i> 11	169,142	<i>P. ct.</i> *9
Petitions.....	21,094	44,029	43,161	*2	55,038	28	73,644	34	95,627	30
Certificates.....	7,953	25,963	38,372	48	39,206	2	56,257	43	69,965	24
Total.....	102,770	207,221	227,327	10	261,470	15	316,058	21	334,734	6

¹ 9 months only.² First full year of 12 months.

* Decrease.

certificates of naturalization issued, fiscal years 1907 to 1917, with percentages of decrease.

1913		1914		1915		1916		1917		Increase of 1917 over 1908.	
Number.	Increase over 1912.	Number.	Increase over 1913.	Number.	Increase over 1914.	Number.	Increase over 1915.	Number.	Increase over 1916.	Number.	Percentage of increase.
181,632	<i>P. ct.</i> 7	214,016	<i>P. ct.</i> 18	247,815	<i>P. ct.</i> 16	207,935	<i>P. ct.</i> * 16	438,748	<i>P. ct.</i> 111	301,519	220
95,186	* .5	123,855	30	106,317	* 14	108,009	2	132,320	22	88,291	201
82,017	17	105,439	29	* 96,390	* 9	* 93,911	* 3	94,897	1	68,934	266
358,835	7	443,310	24	150,522	2	409,855	* 9	665,965	62	458,744	221

* Revised figures according to reports of chief examiners.

As already indicated, there are discrepancies in figures given in the annual reports from year to year, due to tardiness upon the part of the clerks of courts in making prompt return to the bureau. This involves the necessity of adding the figures received after each report is prepared to the numbers given in the next succeeding annual report. The same tardiness is shown in making returns of fees collected. This negligence is exhibited habitually by some of the clerks, as appears from the next succeeding table.

TABLE 9.—*Number of courts, by States and Territories, exercising naturalization jurisdiction and the number which are habitually delinquent in accounting for naturalization business transacted.*

State or Territory.	Exercising jurisdiction.	Habitually delinquent.	State or Territory.	Exercising jurisdiction.	Habitually delinquent.
Alabama.....	15	5	Nebraska.....	94	13
Alaska.....	10	2	Nevada.....	17	3
Arizona.....	15	.....	New Hampshire.....	12	.....
Arkansas.....	48	20	New Jersey.....	23	1
California.....	60	3	New Mexico.....	26	8
Colorado.....	62	9	New York.....	74	2
Connecticut.....	12	.....	North Carolina.....	24	7
Delaware.....	4	1	North Dakota.....	56	5
District of Columbia.....	1	.....	Ohio.....	89	8
Florida.....	23	10	Oklahoma.....	71	25
Georgia.....	30	14	Oregon.....	37	2
Hawaii.....	8	3	Pennsylvania.....	70	5
Idaho.....	41	4	Porto Rico.....	1	.....
Illinois.....	115	19	Rhode Island.....	5	.....
Indiana.....	97	14	South Carolina.....	14	4
Iowa.....	107	9	South Dakota.....	65	1
Kansas.....	107	9	Tennessee.....	24	7
Kentucky.....	36	12	Texas.....	140	39
Louisiana.....	28	12	Utah.....	29	7
Maine.....	15	.....	Vermont.....	13	3
Maryland.....	22	3	Virginia.....	32	18
Massachusetts.....	17	.....	Washington.....	43	1
Michigan.....	90	12	West Virginia.....	43	10
Minnesota.....	94	4	Wisconsin.....	73	1
Mississippi.....	23	11	Wyoming.....	22	1
Missouri.....	100	31			
Montana.....	45	1	Total.....	2,322	379

The general information to be drawn from this table is that generally, in those States where there is the greater amount of naturalization business, the delinquents are few in proportion, and that the New England States, Arizona, and the District of Columbia alone have a clean record in this respect. Another significant fact is that, in spite of the enormous increase in clerical work, the number of habitual delinquents has been reduced from 453 reported last year to 379.

The compensation of the clerks of courts is provided for in the first instance by a provision that they shall retain one-half of the gross amount of naturalization fees collected by them in each fiscal year up to a total of \$6,000 of such collections. Collections in excess of \$6,000 are remitted to the bureau, as the law requires, for deposit in the Treasury, together with the half under that sum collected by any clerk in each fiscal year. The plan of payment in the great bulk of the cases thus operates automatically—the work is done and the clerk returns a fixed proportion from the total of fees collected, and as to such cases the account between the Government and the clerk is thus closed.

There is, however, the case of the clerk of court who lacks the clerical services adequate to handle the business that comes to his office. For this situation provision was made in the act of June 29, 1906, that if a clerk of court required additional clerical assistance to discharge the duties devolving upon him under that law he should pay for such assistance out of the half of the fees he was authorized

to retain. The flexibility of the automatic plan then provided met with restriction, however, from the fact that under no condition might a clerk retain more than \$3,000 in any one year. Only so much of that sum as remained after he had deducted therefrom the amount he considered to be due him individually for his responsibility and services was available to pay for clerical assistants in naturalization work, no matter how great the amount of such work that should fall to the lot of that clerk.

At this point the automatic system was about over, and the law provided for an executive allowance, by the Secretary of the department to clerks of courts whose annual collections exceed \$6,000, to pay for clerical assistants "to be selected and employed by the clerk" to whom the allowance is made. But this allowance was to be made from such appropriation as Congress might provide annually and was protected from the risk of extravagance by a restriction in each instance that prevented the amount so allowed, together with the one-half retained to the \$6,000 limit, from exceeding the one-half of the total collected during the year for which the allowance is made.

The complexity of this system has been added to from time to time by the terms of the appropriations made for the Naturalization Service from year to year, and further emphasis has been given to it by the necessity of allotting to each branch of the service at the beginning of each fiscal year that portion of the appropriation, within the restrictions of its total amount, necessary to maintain that branch in the efficient discharge of its duties. With this explanation of an existing complex and confusing situation with respect to the payment of clerks of courts, the following table is presented:

Number of clerks of courts compensated from one-half permitted to be retained from the fees collected.....	2,322
Number of clerks paid for from appropriations made as stated.....	53
Total.....	2,375

With a fixed sum at the beginning of the fiscal year to cover all expenditures in the Naturalization Service outside of the personnel of the bureau in Washington, there was thus presented a problem to tax the highest order of administrative judgment and involving the making of provision for the future and a just division between two branches of the same service thus artificially made antagonistic.

The table below shows that \$60,741.67 was allowed for assistant clerks of naturalization courts, more by about \$700 than was allowed the next preceding year, the increase being taken from the field force.

TABLE 10.—*Appropriations for the field service, amounts allowed therefrom for salaries of assistants to clerks of courts, and number of such assistants, 1910 to 1917.*

Fiscal year.	Appropriation.	Amount allowed for salaries of assistant clerks.	Number of assistant clerks.
1910.....	\$150,000	\$8,598.92	19
1911.....	152,861	19,348.29	25
1912.....	175,000	30,344.30	32
1913.....	200,000	39,264.36	44
1914.....	225,000	52,129.65	47
1915.....	250,000	64,241.23	67
1916.....	275,000	60,016.94	64
1917.....	275,000	60,741.67	53

In view of the unforeseen and heavy increase in the work it is not difficult to comprehend that embarrassment and delay to those desir-

ing to file papers and the overtaking of the clerks of courts resulted from the rigid system above described. But it must be borne in mind that it only affected those relatively few courts whose collections exceeded \$6,000. The additional work imposed on all other courts was adequately provided for by the automatic operation of the half-and-half plan, and the public was served as under ordinary normal conditions.

There is another feature of the law in regard to these assistant naturalization clerks which deserves special attention. While such clerks are distinctly Federal officers, take the usual oath administered to employees in the Government service and are entered upon its rolls and paid by the disbursing clerk of the department, they are "selected and employed by that clerk" to whom they are to become assistants. There are no restrictions as to fitness by training or education in regard to this selection and employment. The clerk is remitted to those influences which were thought to require the establishment of eligible lists and the rules of the classified civil-service law with respect to the selection of all other employees in the Federal civil service. The change to the general method would undoubtedly tend to an encouragement of the merit system, insure the appointment of assistant naturalization clerks of ascertained competency and industry, and prevent the loss of their trained services upon the change of clerks of court.

As to the compensation paid for the clerical work in preparing naturalization papers and reports, it is considerably in excess of the aggregate outlay for the naturalization field service, even including the large item of traveling expense in the latter expenditures.

It is regretted that the clerical force of the bureau is insufficient to discharge its more pressing duties and in addition segregate the proportion of the fees remitted by the clerks of courts who collect more than \$6,000 per annum from those received from clerks whose annual collections fall below that amount. Otherwise an exact statement could be presented of the total amount paid for the naturalization work in offices of the clerks of courts. If, however, it be assumed to be half the amount remitted to the bureau last year—and the bureau believes that to be considerably below the sum actually retained by them—the following statement would represent the amount received by clerks of courts and their naturalization assistants:

Allowed for assistant clerks, as shown in Table 10	\$60, 741. 67
Assumed amount retained by clerks of courts from fees	317, 518. 06
Total paid for work in clerks' offices	378, 259. 73

Reference to Table 23 at a subsequent page of this report will show that the total cost of the field service, including travel, was \$214,258.33, to which may be added the item of \$852.86 expended from the printing allotment of the department for field force and of salaries in the bureau at Washington \$85,206.55, a total of \$299,464.88. These figures do not include expenditures from contingent appropriation, printing allotment, engraving certificates, and estimated rent of bureau offices.

WORK OF EXAMINERS.

Heretofore the bureau in its annual reports has given in a general outline an account of the duties imposed upon its field officers. To that it will add here only that there are so many details of unforeseen

service which they are called upon to perform that it would be virtually impossible to present a complete view of what they accomplish. The bureau can not attempt, without appearing to be extravagant, to characterize properly the work of these intelligent, loyal, and tireless servants of the Government. But it can and in justice to their services must report that it hears no adverse criticism of them from the judges of the courts and is frequently the recipient of unsolicited expressions from that source of the greatest admiration for their ability, their sense of justice to the petitioners, their fidelity to the Government, their high personal qualifications and their love and honor for the work with which they are charged.

There are but 80 of them, exclusive of their 13 clerks, to investigate and appear at the hearings (in courts widely scattered over the United States) of the petitions prepared by more than 2,000 clerks. Table 11 gives a condensed view of their work in respects mentioned.

TABLE 11.—*Recapitulation of naturalization field work, exclusive of Hawaii and Alaska, during the fiscal year ended June 30, 1917.*

Naturalization district.	Examinations.		Investigations.					
	Petitions.	Declarations.	Petitioners.			Witnesses.		
			In person.	By correspondence.	Total.	In person.	By correspondence.	Total.
Boston.....	12,632	51,670	11,203	3,002	14,205	10,520	.....	10,520
New York.....	28,341	28,341	32,888	.....	32,888	65,724	.....	65,724
Philadelphia.....	2,447	1,619	11,240	.....	11,240	20,710	.....	20,710
Washington, D. C.....	4,315	7,500	3,253	1,062	4,315	6,199	2,431	8,630
Pittsburgh.....	15,978	16,203	15,003	5	15,008	29,778	10	29,788
Chicago.....	18,000	18,000	15,383	3,021	18,404	30,180	9,485	39,665
St. Louis.....	6,329	16,096	2,278	4,807	7,085	4,262	9,379	13,631
St. Paul.....	7,975	10,383	6,954	4,328	11,282	17,582	7,721	25,303
Denver.....	2,170	4,063	714	1,275	1,989	1,373	2,597	3,970
San Francisco.....	6,670	8,091	5,308	2,951	8,259	10,366	5,935	16,301
Seattle.....	6,417	7,708	955	5,646	6,601	1,800	11,241	13,041
Total.....	111,274	169,694	105,170	26,097	131,276	198,484	48,799	247,283

Naturalization district.	Court hearings.				Admissions.			
	Attended.			Unattended.	Total number of hearings.	Without objection.	Over objection.	Total.
	In person.	By correspondence.	Total.					
Boston.....	200	76	276	.....	276	9,942	.....	9,942
New York.....	555	2	557	.....	557	23,324	5	23,329
Philadelphia.....	264	1	265	1	266	9,794	12	9,796
Washington, D. C.....	203	257	460	0	460	2,543	25	2,568
Pittsburgh.....	585	39	624	0	624	11,759	20	11,779
Chicago.....	515	268	783	0	783	13,936	13	13,939
St. Louis.....	298	558	856	4	860	3,780	11	3,791
St. Paul.....	453	161	614	3	617	7,005	22	7,027
Denver.....	143	205	348	1	349	1,618	22	1,640
San Francisco.....	279	45	324	5	329	5,144	8	5,152
Seattle.....	289	277	566	0	566	5,678	21	5,699
Total.....	3,784	1,889	5,673	14	5,687	94,443	159	94,602

The figures above are no less eloquent of accomplishment than of the physical and mental cost to the few by whom it was done. The need of relief is obvious.

In addition to all these and many other duties discharged by them they have done much work in the way of stimulating public interest in the opening and operation of free night schools at which aliens who have filed naturalization papers, and the families of such aliens, may be trained in the use of the vernacular of the country and in the nature of American citizenship. This has been done without cost to the Government, the examiners utilizing for this purpose the time after completion of their other duties at any point in their itineraries, while awaiting trains to their next destination, and their own time at night at their official stations.

The office work at each of the 12 official headquarters is indicated, as to the one item of correspondence, by the figures in the subjoined table.

TABLE 12.—*Recapitulation showing incoming and outgoing packages of mail handled by field officers for fiscal year 1917, arranged by districts.*

District.	Incoming.	Outgoing.	Total.
Boston.....	5,679	13,193	18,872
New York.....	55,981	51,097	107,078
Philadelphia.....	6,573	14,744	21,317
Washington, D. C.....	7,578	9,361	16,939
Pittsburgh.....	9,611	34,971	44,582
Chicago.....	22,527	17,476	40,003
St. Louis.....	28,456	38,338	66,794
St. Paul.....	19,837	28,289	48,126
Denver.....	10,674	16,779	27,453
San Francisco.....	14,053	14,194	28,247
Seattle.....	21,541	24,973	46,514
Total.....	202,510	260,395	462,905

The condition of war has brought to these overworked officers other duties, as it has to most public officers. The first of these is to aid the investigating officers of the Department of Justice in detecting cases of disloyalty and resistance to the plans of the Government, and the other is to secure lists of nonnaturalized subjects of our allies resident in this country.

The next table shows the number of miles traveled on mileage in each district on official business, the cost of such travel, and its economy affected by the use of scrip.

TABLE 13.—*Economy resulting from the use of mileage books and traveler's scrip.*

Naturalization district.	Miles traveled on mileage.	Cost of mileage	Value of scrip used.	Cost of scrip.	Actual cost of travel.	Tariff rate.	Amount saved.
Boston.....	36,567	\$820.41	.....	.....	\$820.41	\$916.54	\$96.13
New York.....	3,816	79.86	.....	.....	79.86	99.67	19.81
Philadelphia.....	38,400	1,002.63	.....	.....	1,002.63	1,068.74	66.11
Washington, D. C.....	34,700	688.44	\$1,645.30	\$1,356.15	2,044.59	2,519.43	474.84
Pittsburgh.....	65,146	1,558.65	.....	.....	1,558.65	1,643.43	84.78
Chicago.....	23,241	508.05	.....	.....	508.05	568.11	60.06
St. Louis.....	2,000	40.00	969.18	914.99	954.99	1,019.18	64.19
St. Paul.....	96,950	2,153.40	.....	.....	2,153.40	2,373.00	219.60
Denver.....	23,644	562.63	563.75	500.80	1,063.43	1,267.27	203.84
San Francisco.....	.....	.....	1,780.65	1,596.80	1,596.80	1,780.65	183.85
Seattle.....	71,603	1,791.03	.....	.....	1,791.03	2,146.53	355.50
Total.....	396,067	9,205.10	4,958.88	4,368.74	13,573.84	15,402.55	1,828.71

The increase in travel is partially accounted for by the extension of naturalization jurisdiction to the courts of Porto Rico, which has been added to the Washington (D. C.) district. If the means were available to the department a branch naturalization office should be established on the island with a resident examiner in charge.

Since the last annual report there has been added eight examiners to the number reported then, and the list now stands as follows:

Chief examiners.....	11
Examiners.....	69
Clerks.....	13
Total.....	93

The total expenditures on account of this field force of 93 examiners and clerks, including salaries, traveling, rent of quarters, telephones, subsistence when absent from official stations, stationery and printing, and other minor miscellaneous items, aggregate \$215,111.19. This represents an average per capita outlay of \$2,314 for all expenses incurred in maintaining this branch of the service.

WORK IN THE BUREAU.

The official force of the bureau, which is provided for in the annual legislative act, remained unchanged as to number of clerks from those authorized for 1916. It will readily be conceived in view of that fact, considered in connection with the unprecedented increase in the number of naturalization papers filed and the growing arrearages of work reported at the close of each fiscal year, that the bureau not only was compelled definitely to abandon all hope of being able to undertake certain important new work but as well the bringing up of arrears. Even then it had to abandon certain file indexing maintained since its organization and otherwise "cut corners."

The importance of keeping records by nationalities has been pointed out annually. Suddenly the existing international conditions have demonstrated that importance anew, and the allies of this country have applied for that very information with a view to ascertaining the number of their own nonnaturalized nationals that may be reached in the United States.

The unavoidable abandonment of indexing declarations has made it impracticable to furnish information sought in regard to aliens claiming exemption from military service.

There are other no less marked deficiencies of service resulting from an insufficient clerical force in the bureau. This condition has been further accentuated by the enlistment of a number of the most experienced and efficient of the clerks in the military and naval service of the country and the resultant loss in efficiency by the use of temporary clerks to fill vacancies until the establishment of an eligible register of applicants possessing the qualifications required.

It is with much regret that the bureau finds itself constrained to refer to these conditions so detrimental to its usefulness, but it believes them to be a part of its report, indispensable to an understanding not alone of what it has accomplished but as well of what it has not done, though the omissions were such as represented what palpably it was important to accomplish.

As the accompanying tabulated statement will disclose, what has actually been done shows an increase rather than the opposite in the work of the bureau during the year just concluded.

TABLE 14.—*Volume of mail handled by the Bureau of Naturalization, fiscal years 1915, 1916, and 1917.*

	1915	1916	1917				
			First quarter.	Second quarter.	Third quarter.	Fourth quarter.	Total.
Incoming mail:							
Unregistered pieces.....	136,968	167,616	34,898	36,714	48,889	55,240	175,741
Registered pieces.....	17,753	17,837	3,923	4,344	5,460	6,792	20,519
Total.....	154,721	185,453	38,821	41,058	54,349	62,032	196,260
Average per working day.....	520	624	539	555	734	827	692
Outgoing mail:							
Letters.....	30,942	35,374	7,465	7,351	12,641	9,348	36,805
Form letters.....	211,487	484,081	79,010	152,147	135,203	94,686	461,046
Petition notices.....	19,262	16,855	6,406	3,093	3,945	4,841	18,285
Total.....	261,691	536,310	92,881	162,591	151,789	108,875	516,136
Average per working day:							
Letters.....	104	119	104	99	171	125	125
Form letters.....	711	1,627	1,097	2,056	1,827	1,262	1,563
Petition notices.....	65	57	89	42	53	65	62
Total.....	880	1,803	1,290	2,197	2,051	1,452	1,750

Much of the incoming mail described as pieces consists of packages of many naturalization papers, each one of which must be examined and filed.

TABLE 15.—*Statement showing the amount of voluntary overtime performed by employees of the bureau, by months, for the fiscal year 1917, and the growth in receipts of requests for dates of arrival and requests for certified copies of naturalization papers under rule 17 of the naturalization regulations, by months for the fiscal year 1917, and for the fiscal year 1916.*

Month.	Overtime work.		Requests for date of arrival.			Requests for certified copies of lost or destroyed papers.		
	Hours.	Equivalent in men.	Certificates of arrival.	Verifications of arrival.	Total.	Certificates of naturalization.	Declarations of intention.	Total.
July.....	495.68	2.75	2,824	2	2,826	129	388	517
August.....	269.17	1.52	3,365	45	3,410	146	399	545
September.....	176.67	1.06	3,808	40	3,848	147	356	503
October.....	101.42	.56	3,777	52	3,829	192	450	642
November.....	397.08	2.32	4,001	11	4,012	118	332	500
December.....	223.33	1.34	4,119	45	4,154	84	500	584
January.....	233.75	1.34	4,522	60	4,582	116	425	541
February.....	278.02	1.73	6,193	60	6,253	109	546	655
March.....	231.00	1.27	7,491	104	7,595	145	782	927
April.....	198.25	1.13	7,623	101	7,724	154	964	1,118
May.....	72.33	.40	8,171	107	8,278	302	1,015	1,317
June.....	333.00	1.96	5,984	70	6,054	291	1,117	1,408
Total.....	3,009.70	1.45	61,878	697	62,575	1,933	7,324	9,257
1917.....			61,878	697	62,575	1,933	7,324	9,257
1916.....			53,700	8,497	62,197	1,407	4,968	6,365
Increase in 1917 over 1916.....			8,178	* 7,800	378	526	2,366	2,892
Percentage of increase.....					.6			45

* Average.

* Decrease.

The third column shows the number of certificates of arrival furnished by the bureau during the year. The law requires these certificates to be filed with petitions for naturalization by those who arrived since its enactment. To identify the person applying for such papers on the lists or "manifests" often requires the interchange of several letters between the bureau and the applicant. The next column represents the simple verifications of their arrivals furnished at the request of aliens to enable the latter to prepare their naturalization papers. The diminution of the figures given, as compared with those reported last year, does not indicate any actual decrease of work in this respect during the year just concluded. The present figures show only the number of such verifications and not, as heretofore, the actual work performed—that is, the letters written in complying with requests for this information.

With this explanation it will be obvious from the lower lines of the table that the output of work in the bureau has increased over that reported a year ago.

The business of the accounting branch of the bureau has been exceptionally well handled, many long outstanding fee accounts having been finally settled, and the arrearages in this respect have been greatly reduced.

TABLE 16.—*Number of fee accounts handled during the fiscal year 1917, classified by fiscal years to which they relate.*

	1913	1914	1915	1916	1917	Total.
Transactions.....	28	217	696	2,517	5,132	8,590
No transactions.....	17	86	317	1,026	1,362	2,808
Total.....	45	303	1,013	3,543	6,494	11,398

In addition to the settlement of 8,590 fee accounts with the clerks of the courts there have been audited and passed for payment to the disbursing clerk of the department 2,733 accounts payable from specific appropriations. This number is in excess of those examined in 1916 by 285. The corresponding excess in fee accounts settled in 1917 was 1,472.

TABLE 17.—*Number of accounts handled during the fiscal year 1917 for which the expenditures were chargeable against the appropriations named.*

Item.	Appropriation to which chargeable.	Number of accounts.
Office salary pay rolls.....	Salaries, Bureau of Naturalization.....	49
Field salary pay rolls.....	Miscellaneous expenses, Bureau of Naturalization	408
Field vouchers.....	do.....	897
Suspensions.....	do.....	76
Telephone.....	do.....	141
Rent.....	do.....	19
Additional assistants to clerks of courts.....	do.....	195
Telegraph.....	do.....	52
Railroad company vouchers.....	do.....	587
Registry receipt vouchers.....	Contingent expenses, Department of Labor.....	295
Miscellaneous.....	Miscellaneous expenses, Bureau of Naturalization	14
Total.....		2,733

The bottom line in the next table shows the arrearages in the examination of naturalization papers. That so large an arrearage, as compared with the figures last year, as is shown in the penultimate

line should appear is clearly no indication that the bureau has grown lax. A return to Table 7 on a preceding page will sufficiently dispel any doubt upon this point, in view of the increased number of such papers filed.

The mere statement of the arrearages in numerical terms can suggest only vaguely, however, the results in the delay and embarrassment to those interested, in the additional correspondence entailed, and in the numerous inquiries and complaints conducted through Members of Congress, to say nothing of the discouraging effect of such a state of business both upon the view of the bureau's capacity and upon the energetic and loyal clerk, who finds that his gratuitous efforts to reduce the undisposed of accumulation are without effect, either to secure adequate assistance or to keep the accumulations from growing larger.

TABLE 18.—*Arrearages in office work.*

Date.	Naturalization papers to be examined.		
	Declara- tions.	Petitions.	Certifi- cates.
July 1, 1911.....	86,000	8,000	118,000
July 1, 1912.....	256,690	9,700	187,965
July 1, 1913.....	268,090	7,292	261,226
July 1, 1914.....	350,267	3,849	361,389
July 1, 1915.....	397,898	1,092	421,563
July 1, 1916.....	21,148	15,166	465,130
July 1, 1917.....	247,373	24,482	480,553

To understand clearly the significance of the next succeeding table, which shows the number of persons employed in the administrative work proper of the Naturalization Service and the number employed in the purely clerical work of the courts under that service, it must be taken into consideration that the papers prepared by 2,375 clerks of courts must be examined in detail, verified or refuted by investigation as to fact and as to law, supported in most cases by furnishing certificates of landing, and made the occasion of appearance in open court, together with a multitude of administrative details arising therefrom to be disposed of, usually under a limitation of time, by 93 employees traveling over the United States and 63 employees in Washington.

TABLE 19.—*Official force of the Bureau of Naturalization.*

In Washington:		
Commissioner.....	1	
Deputy commissioner.....	1	
Acting chief clerk.....	1	
Chiefs of divisions.....	2	
Chiefs of sections.....	2	
Clerks.....	52	
Messengers.....	4	
		63
In the field:		
Chief examiners.....	11	
Examiners.....	69	
Clerks.....	13	
		93
Clerks of courts.....	2,322	
Additional clerks of courts.....	53	
		2,375
Total.....		2,531

Statement showing requisitions handled in bureau during fiscal year 1917.

Requisitions for stationery supplies and envelopes, purchased from contingent allotment of bureau:	
Bureau.....	72
Field.....	129
Requisitions chargeable to printing and binding allotment:	
Bureau.....	95
Field.....	35
Clerks of courts.....	9,881

FINANCIAL.

The next succeeding table furnishes a complete view of the financial status of the Naturalization Service in relation to the Government since the establishment of that service in September, 1906. If it were conducted on a commercial basis there would now be a balance of \$662,079.05 to its credit, which would be available for the accomplishment of the purposes for which it was paid and none of the embarrassments occasioned by a lack of adequate means which have been reported herein could have occurred. Under a law wisely enacted this fund, irrespective of its source or intended use, can not be used in whole or in part except upon specific legislative sanction both to the amount to be used and to some extent the particular way in which it may be used. That the Congress should wield the power over the disposal of Federal funds is not open to reasonable question. It is equally plain, however, that responsibility for the effects of its exercise of that control over the public purse, whether from supplying or withholding funds needful for the proper discharge of administrative duties, is no less exclusively an obligation of the Congress.

TABLE 20.—*Receipts from naturalization fees and disbursements from various appropriations for the enforcement of the naturalization law and for rents, supplies, and miscellaneous expenses, fiscal years 1907 to 1917.*

Year.	Naturalization fees received.	Cost of administration.	Cost of administration in excess of fees received.	Excess of fees received over cost of administration.
1907.....	\$65,129.00	\$29,243.18	.....	\$35,885.82
1908.....	166,873.90	¹ 232,728.05	\$65,854.15	.....
1909.....	172,202.13	¹ 194,428.45	22,226.32	.....
1910.....	221,766.38	176,415.98	.....	45,350.40
1911.....	290,551.52	222,831.15	.....	67,720.37
1912.....	338,315.33	257,678.99	.....	80,636.34
1913.....	350,716.60	290,026.20	.....	60,690.40
1914.....	450,228.55	331,517.26	.....	118,711.29
1915.....	441,764.49	363,593.11	.....	78,171.38
1915.....	410,272.55	389,075.90	.....	21,196.65
1917.....	635,037.02	398,240.15	.....	241,796.87
Total.....	3,542,857.47	2,880,778.42	88,080.47	750,159.52
Less deficits.....	.....	.....	.....	88,080.47
Excess of fees received over cost of administration.....	.....	.....	.....	662,079.05

¹ Included in these expenditures are appropriations to the Department of Justice for maintenance of field force prior to the transfer to the Department of Commerce and Labor, to wit, fiscal year 1908, \$193,000; fiscal year 1909, \$150,000.

Attention should be directed to the fact that the two fiscal years 1909 and 1910, in which the cost of administration exceeded the amounts derived from fees, were years during which the field service was not under the control of the same department as was the administrative office at the Capital. In 1916 the excess of the receipts over disbursements fell to the lowest point, \$21,196.65; and in the year just terminated it reached its maximum, \$241,796.87.

TABLE 21.—*Receipts of naturalization fees,¹ arranged by quarters, fiscal years ended June 30, 1907 to 1917.*

Fiscal year.	First quarter.	Second quarter.	Third quarter.	Fourth quarter.	Total.
1907 ²					\$65,129.00
1908.....	\$26,307.00	\$32,753.50	\$49,554.00	\$58,258.40	166,873.90
1909.....	42,235.03	45,945.85	40,091.00	43,880.25	172,202.13
1910.....	35,098.91	42,710.94	60,852.90	80,103.63	221,766.38
1911.....	55,497.20	69,645.12	81,481.95	53,927.25	259,551.52
1912.....	57,138.95	67,580.85	100,806.60	112,738.98	338,315.38
1913.....	65,585.10	76,879.50	108,053.00	105,199.00	355,716.60
1914.....	123,577.00	104,763.35	112,130.55	109,757.65	450,228.55
1915.....	81,297.15	121,850.50	125,841.40	113,135.44	441,764.49
1916.....	71,996.05	94,886.50	117,404.60	125,985.40	410,272.55
1917.....	74,672.77	89,802.30	197,578.40	272,983.55	635,037.02
Total.....					3,542,857.47

¹ It should be remembered that the total of these fees does not balance with the number of papers filed, because from an office in which the fees reach a total of \$6,000 in any fiscal year the entire subsequent collections of such office in said year are remitted to the bureau, instead of the one-half.

² For 9 months only.

It will be sufficiently evident from a comparison of the figures in the two lines at the bottom of the above table that the increase in the naturalization work did not begin until after the close of the first half of the fiscal year, as was stated on a former page of this report. In other words, the increase seems to be an effect of the entrance of this country into the European war. A curious impression, not confined to persons outside of the Capitol Building, seems to have obsessed the public mind, which may be stated in the following form: "Now that immigration to this country has been arrested, I suppose there will be very little naturalization business." Of course this mental attitude takes no consideration either of the millions of nonnaturalized aliens in the United States now or of the fact that no alien can become eligible to citizenship until he has resided unbrokenly within this country for a period of five years.

In the next succeeding table is shown the scrupulous care with which increases have been made from year to year for the service, at the rate of \$25,000 for each of the years from 1912 to 1916; for the year 1917, for the first time since 1910, no increase was made in the appropriation, and, by a singular coincidence, it has been just that year in which the greatest increase in work occurred.

TABLE 22.—*Appropriations for the field force and amounts paid out of these appropriations for employment of additional assistants to clerks of courts, 1908 to 1917.*

Fiscal year.	Total appropriation.	Number of additional assistants allowed to clerks of courts.	Amount expended for additional assistants to clerks of courts.	Amount expended for field force.	Total amount expended and pledged.
1908 ¹	\$193,000	19			
1909 ¹	150,000	19	\$8,598.92	\$108,606.76	\$117,205.68
1910.....	150,000	25	19,348.29	132,019.86	151,368.15
1911.....	152,861	32	30,344.30	142,490.12	172,834.42
1912.....	175,000	44	39,264.36	160,495.00	199,759.36
1913.....	200,000	47	52,129.65	172,008.13	224,137.78
1914.....	225,000	67	64,241.23	185,758.77	250,000.00
1915.....	255,000	64	60,016.94	214,277.53	274,294.47
1916.....	275,000	53	60,741.67	214,258.33	275,000.00
1917.....	275,000				

¹ The field force was under the Department of Justice during 1908 and 1909.

There will be found, also, food for reflection in comparing the increase year by year in the figures in the third and fourth columns, respectively, of the above table and viewing the result in the light of the figures in column 1. It will appear conspicuously that the ratio of increases for clerical assistants in the offices of the clerks of courts has far exceeded that for the field service of the bureau, although it would appear that as their work increases at an equal rate there should be no such discrepancy as that referred to.

Bearing in mind the statement already made that all funds for the use of the Naturalization Service are secured exclusively from the specific appropriation made by the Congress in the annual appropriation acts, it will be understood that the "receipts" reported in the subjoined table are from the settlement of accounts with the clerks of courts and are then, as provided by law, remitted to the Treasurer of the United States for deposit in the miscellaneous fund of the Treasury Department. This form of stating the account is necessary to show the relative position of the United States Government and the Naturalization Service on a debit and credit basis.

TABLE 23.—*Itemized statement of receipts and expenditures during the fiscal year 1917*

Receipts:		
First quarter.....		\$74,672.77
Second quarter.....		89,802.80
Third quarter.....		197,578.40
Fourth quarter.....		272,983.55
		\$635,037.02
Expenditures:		
Salaries, Bureau of Naturalization.....	85,206.55	
Salaries, travel and miscellaneous field expenses, field force.....	214,258.33	
Salaries of special assistants to clerks of courts.....	60,741.67	
Expended from contingent appropriation of department—		
Stationery supplies.....	\$5,611.25	
Paper and envelopes.....	1,263.80	
		6,875.05
Expenditures from printing allotment of department—		
For bureau.....	2,559.76	
For field force.....	852.86	
For clerks of courts.....	16,195.93	
		19,608.55
Expenditures for engraving certificates by the Treasury Department.....	2,050.00	
Rent of offices of bureau at Washington, D. C. (estimated).....	4,500.00	
		393,240.15
Excess of receipts over expenditures during 1917.....		241,796.87

This statement is, except in two items, substantially a repetition of the corresponding figures given in the last annual report. One of these items, expenditures from the printing allotment for the clerks of courts, shows an increase of nearly 22 per cent, or less than one-fourth, while the other, that of net receipts, shows an increase as compared with the amount reported last year of nearly ten and a half fold.

GENERAL OBSERVATIONS.

What has thus far been considered refers solely to the purely mechanical side of bestowing citizenship upon aliens. It represents a great advance upon the system, or rather lack of system, which the present methods of naturalization have succeeded. Much irregularity, informality, and even chicanery that formerly characterized the process of becoming naturalized have been eliminated. Nevertheless, as yet there has been little progress, and that has been accomplished in the past three years with inadequate facilities and in the face of organized and determined opposition, personal and official, in reaching the essential point in all worthy naturalization.

Genuine citizenship is primarily a state of inward feeling and only secondarily one of knowledge. It is not impossible for one to be a good citizen who is ignorant of the forms of our Government or who even has no very clear mental conception of the basic principles upon which it is founded. On the other hand, mere mental training in the science of the American form of government, however profound the resultant knowledge of it, may coexist with utter unfitness for citizenship. This is plainly disclosed under present conditions, as it always will be when the practical test has to be made—when the emergency arises to put the genuineness of professed loyalty to the proof by action. This is no less true of those whose American citizenship is a birthright than of those who must acquire it for themselves.

Many millions of aliens have come to this country from all sources, induced in the main by those same practical considerations which influence any man—the betterment of their material condition. What do they know of our fundamental principles of human liberty? Nothing. The urge of making the necessities of existence, under conditions which accepted as axiomatic the restrictive principles of caste, left them no time, even if the means had been supplied, of learning that America, the land of opportunity for material advancement, is still more the country of opportunity for spiritual development.

Unfortunately, upon their arrival here they often fall into the hands of "the enemies of our own household." Under these circumstances how can they reasonably be expected to distinguish any other difference than perhaps higher wages for service from those they left behind them? How can we reasonably ask them to love principles which have never been identified to them either by instruction or in the practice of those Americans whose estimate of them is made in terms of productive energy only?

Is it not then equally a measure of justice which we owe to them, if we are genuine Americans ourselves, to teach them the principles upon which our Government is established and of security to ourselves? This will hardly admit of question. Liberty and justice are the natural aspirations of every human being. He does not need to be urged to love them—he can not do otherwise. What he does need, be he native born or alien, is to learn that he has no assurance of retaining them for himself unless he scrupulously accords them to others. Here is the great work of public free education, far beyond instruction in “the three R’s” or the feverish cult of “efficiency,” either intellectual or mechanical. It was in this view that the bureau by your instructions and urged by the more enlightened of the judiciary began the work, within the comparatively narrow limits of its opportunity, of enlisting the interest and the cooperation of the public free-school authorities of the States in training those who have taken the initial step to become naturalized, as well as their families, in the duties of good citizenship.

Something was reported a year ago as to the progress then achieved by bringing into contact with the public-school authorities those relatively few aliens whose acquiescence in the plan was assured by their desire to become naturalized. How this work has continued to progress, despite lack of administrative means to develop it as completely as it requires, despite its active enemies who endeavor to show that it is not a proper function of this bureau and who misrepresent the facts by assertions that the bureau is diverting its funds for a use not within the terms either of the bureau’s authority or the limitations of the appropriations available by the bureau, is next shown.

AMERICANIZATION ACTIVITIES.

The Americanization activity of the Federal Government was shown for the first time in the last annual report of this bureau, where the accomplishments of something over two years’ work were presented. The results of that period were presented also in the shape of a bulletin entitled “The Work of the Public Schools with the Bureau of Naturalization.” While the successes of the first year were most encouraging, they related to the preliminary work of presentation of the original plan of April 20, 1914, to the public schools and, through them, to the public generally. The unanimous indorsement and appeal for launching the cooperative work with the public schools which this bureau received during the fiscal years 1914 and 1915, accompanied by the work necessary to clear the decks for this, the peculiarly national governmental function of this bureau, made it possible in the fiscal year 1916 to initiate this citizenship-building undertaking.

The third year of Americanization work, which was the first year of actual unity of effort between the public schools and the Federal Government through the Bureau of Naturalization, was productive of practical results of a wide and far-reaching character. The linking together of the public schools with the Federal Government was definitely accomplished. The forward movement for the betterment of American citizenship in all its aspects took upon itself an impetus which would admit of no denial. While that fiscal year showed a joining together of 613 cities, towns, and villages with this bureau in this great Americanization enterprise, the year under review in this

report accomplished even greater results. This year witnessed the the astounding advance into 1,141 new localities. In all of these, combined with the 613 centers reported in the preceding year, the work has gone forward—work of rejuvenating, rebuilding, and placing within reach of the adult immigrant candidate for citizenship those opportunities which exist on every hand but from which he is shut off by the barrier of a foreign tongue and foreign traditions. The greatest attention has been given to the declarant and emphasis placed upon the importance of his attendance upon one of the public night schools that are opening their doors by the thousands all over the land in direct response to the appeals of this bureau. The thought that was expressed by the Secretary in his annual report for the last fiscal year, that—

In so far as applicants for citizenship avail themselves of these opportunities, they may acquire a keener appreciation of further ones: Better work, better wages, better standards, better family life, better community life, and a better understanding not merely of our Constitution and our laws but of our history, institutions, and ideals—is being vitalized in all of these communities.

To accomplish all of this the public schools and the expectant, desiring, and willing seeker after opportunity must be brought together in a closer relationship. The things that are practical are the things that are needed by the student candidates in their search for the means of a better livelihood and hence a better American spirit; and they are the things needed by the schools themselves to realize their desire to impart knowledge to these millions amongst us from lands with institutions strange to us. The teachers are willing and the school officers are striving in every way to bring to this new field of activity a practical application of all the experience which the science of pedagogy contains.

A great stride has been made toward the realization of the expectations which this great work of cooperation between the bureau and the public schools justified. The expansion during the past year into a new field nearly twice as great as that which presented itself in the third year is proof positive of ultimate success. This expansion of the work to this new field has been pronounced as most timely in view of the national crisis that has confronted the Nation since the former report. The readiness of cooperation by the public schools undoubtedly is traceable directly to the realization locally of the need for more compactness, more thoroughness of organization, and a greater unity and efficiency of action between these State and Federal agencies. This closer cooperation will mean the elimination of the hostile alien from among those who are being added to the body politic. The spirit of alienage can not survive in the presence of the intense Americanizing force that is being built up in the public schoolhouses in these communities throughout the land. In large cities and small those in supervision of the school work have urged the continuance and strengthening of the ties of relationship which have been created through this union of forces.

The cards containing the names of the candidates for citizenship, sent out monthly during the previous year by the bureau to the public-school authorities, were continued during the present year; in such large number did they go that, as pointed out in the last annual report, the school authorities in certain cities were wholly unable to reap the benefits of this new source of accessions to their

school ranks. The high favor with which these cards were received and acted upon generally throughout the United States proves their value. They have become the means by which the schools have recruited their night classes in many hundreds of communities. In large cities where the funds have been available and adequate to deal with this particular phase of constructive school work the school officers have reported to the bureau the great and invaluable aid the cards have been in securing the attendance of those who could not ordinarily be reached. In the cities of New York, Chicago, and Boston the school machinery was wholly inadequate to the task of securing the attendance of the thousands of alien declarants whose names were furnished by the bureau. At the request of the school authorities in these cities the bureau discontinued furnishing them with the cards. The inadequacy of the school forces to meet the opportunity presented to them by the bureau to enlarge their night and day class personnel is in itself a clear manifestation of the need for remedial action within the ranks of these schools to overcome this great deficiency on their part. This is specially seen when it is known that they were able to secure the attendance of only a negligible portion of the thousands shown by the bureau to the schools as needing this help. So long as there are hundreds of thousands of aliens in a single community unable to speak the English language, just so long is that community harboring and nursing a fester spot in its body politic. Just so long as a community has hundreds of thousands in its midst who are unable to speak the English language, every effort should be made to work with all forces that will lend aid, so that their attendance upon the public-school night classes or day classes, or both, may be secured. Just so long as there is any defect in the school machinery or the municipal machinery whereby this vast horde of instinctive aliens are prevented from securing the benefits of American institutions of government, there is a most pronounced weakness in that part of the municipal organization. It matters not whether the weakness be in the individuals in charge or in the machinery of government, its existence is none the less evident and none the less deficient in meeting the requirements of the situation. Until there is harmony of action between the Federal and State agencies having charge of these two phases of the development of the citizenship candidates coming from the resident alien body the admissions on the part of the school authorities of their failure and inability to interest the alien adult immigrant in the school curriculum will be made. In any community where the problem is too large for the local authorities to measure up to the opportunity presented by the Bureau of Naturalization in bringing to their attention vast numbers of foreigners, candidates for citizenship honors, the bureau is only too glad to exert itself to enable the school authorities to realize their full desires. The bureau fully believes that it is the earnest hope, desire, and intention of the local school authorities everywhere to secure the maximum attendance of these citizenship candidates, and that they are not to be content until that maximum represents 100 per cent of all who need the aid which the public-school forces offer. This is the assertion made by the public-school authorities at the same time they admitted their inability to use the

cards containing the names of the thousands of uneducated and illiterate candidates for citizenship.

The bureau, nevertheless, continued sending letters of invitation to the candidates inviting them to attend the public schools nearest their places of residence in these large cities. In all other localities the bureau continued its practice of sending to the school authorities the cards containing the alien declarants' names, the petitioners' names, and the names of their wives. The letters of invitation addressed to aliens urging them to attend the schools and expressing the interest of the bureau in them because of their prospective American citizenship were sent to every community as heretofore, regardless of the failure of some to use the cards. This situation can not be more appropriately referred to than by the words of the Hon. Samuel Gompers in his address at the session on July 11 of the first citizenship convention:

We are making a mistake unless we also use our efforts to have our foreign-speaking peoples enter into the very life work of our municipalities and of our States and of our country. Foreign settlements usually mean the combination of a few people from a certain country forming a colony in a certain district of that other country and have really no purpose other than sociability and a better understanding and a ready yielding to the constituted authority of the country. In the United States they mean entirely something else. Here we have a great mass of peoples coming from the shores of every country on the face of the globe, who form colonies in every city and town of these United States, colonies of the peoples of their respective countries—hotbeds of disintegration and disloyalty. I hold it to be the duty of every agency of government and civic bodies and the individual citizens to help in the movement that shall merge the people coming here from every clime into one great whole, the people, the citizenship of the United States of America.

Until there is a realization of the responsibility locally and every effort made by these local agencies to cooperate with the Federal Government there is a failure to utilize all the forces available for the Americanization of the alien who is seeking the rights and privileges and immunities as well as responsibilities of American citizenship.

In the continuance of this work the bureau extended invitations to and received assurances from the school authorities in 1,759 cities and towns cooperating. This did not mean, in the majority of instances, efforts on their part to increase the attendance upon the night classes already formed for teaching English and other subjects to the adult foreigner. It meant the creation for the first time of an opportunity for the alien candidate for citizenship, and all other resident aliens, to attend night classes organized by the public-school authorities especially for their instruction. It meant opening a new field of activity on the part of the public schools in over a thousand new cities, towns, and villages.

It meant the extension for the first time of the public-school facilities to embrace the adult within the enrollment.

It meant a breaking away entirely from the old idea that the public schools are for use only from 9 to 3 for five days a week and for from four to eight months in the year.

It means the opportunity for the development of the community spirit in all of its manifestations.

It means to embrace within the American zone and atmosphere the millions of foreigners throughout the length and breadth of the land who now are debarred as distinctly from that sphere as though they lived in communities located in the mountain fastnesses or rural

areas of European countries. Whether one enters a small community or a large one having an alien population, the distinctly "foreign settlement" is well known. No spirit of community fellowship or community fraternalism is to be found; the resident aliens are isolated from all influences American. They are as distinctly under the sway of foreign influences of government as though they were a distinct group sent out from the fatherland for colonization purposes, to implant and perpetuate upon this new soil the autocratic institutions of government under which they were born. These institutions are transplanted in their most iniquitous form, because they are devoid of the higher and better elements of the foreign system. This colonization results in the domination of the group by superstitions, prejudices, and fears, all of which are groundless but nevertheless deep-rooted. All thoughtful citizens of the community realize this, but few have virile Americanism sufficient to cause them to see the menace of this condition or seeing it to adopt the means immediately at hand for overcoming, peacefully and quietly, this abnormal condition. A catastrophe of some kind is needed, generally, to awake the public consciousness to the state of activity. Even then the catastrophe must be purely local and not general in its character. Fortunately, world events have been turning people more and more to thoughtful action. The great alien problem has more and more been brought home by the incidents of the European war, even before this Nation became involved in it. Under this influence the appeals of the Bureau of Naturalization have received widespread and favorable attention, as shown by the enormous expansion of its influence into over 1,754 communities through efforts continuing for the short space of three and one-half years. In April, 1914, when the plan for cooperation was matured, there was no direct concerted cooperation between the public schools of the United States and the Bureau of Naturalization. Prior to that time there had been successful efforts at individual cooperation. With the close of the fiscal year on June 30, 1917, the public schools in 1,754 communities had cast their lot with the bureau in a national citizenship-building undertaking. The names of the places entering into cooperation with the bureau appear in the ensuing table.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Alabama.									
Birmingham ¹	132,685	5,700	2,944	1,179	523	125	60	13	4
Bessemer.....	10,864	341	196	94					
Arizona.									
Bisbee.....	9,019	3,474	2,023	558	145	130	42	50	33
Blue Bell Mine.....					70	36			
Douglas ²	6,437	2,260	919	186			13	23	17
Morenci.....					35	19		6	4

¹ Includes activities at East Lake, Ensley, Fairfield, Gate City, Pratt City, and Warrior.

² Includes activities at Pirtleville.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
California.									
Alameda.....	23,383	5,555	2,842	1,720			23	38	38
Berkeley ¹	40,434	7,653	3,627	2,096			67	43	51
Emeryville.....	2,613	636	374	224					
Colma.....							16		8
Corona.....	3,540	604	348	79	39	25			
Eureka ²	11,845	3,600	2,228	1,076	161	49	8	9	8
Fresno.....	24,892	5,445	2,487	1,006	351	133	22	36	34
Gilroy.....	2,437								
Hollister.....	2,308				25	9	2	2	1
Long Beach ³	17,809	1,942	901	470			9	2	7
Los Angeles ⁴	319,198	60,584	29,576	14,097	2,814	1,163	383	343	324
Alhambra.....	5,021	983	585	174					
Manhattan.									
Mountain View.....	1,161								
Oakland.....	150,174	36,822	19,334	10,237	1,124	130	241	243	269
San Leandro.....	3,471	1,108	559	279					
Ontario ⁵	4,274	581	283	155	94	58	6	1	1
Onnard.....	2,555	618	334	108	38	15		1	
Pasadena ⁶	30,291	4,297	1,772	1,101			26	17	15
Playa del Rey.....							1		1
Pomona ⁷	10,207	882	438	219			2		
Redlands.....	10,449	1,346	649	372				2	2
Redondo Beach ⁸	2,935	463	262	116					
Redwood City.....	2,442						2	3	1
Riverside.....	15,212	2,166	1,065	454			3	5	4
Sacramento.....	44,696	8,885	5,331	2,424	416	178	53	84	49
San Diego ⁹	39,578	7,366	3,845	2,057	316	164	29	206	106
San Francisco ¹⁰	416,912	130,874	75,768	36,375	5,280	2,383	1,942	1,104	894
San Jose ¹¹	28,946	5,817	2,963	1,637	367	126	22	25	16
Santa Clara.....	4,348	1,135	597	287					
San Mateo.....	4,384	1,031	538	338	238	103	7	15	10
San Pedro.....									
San Rafael.....	5,934	1,747	932	466	95	39	1	9	4
Santa Ana.....	8,429	884	408	246	53	41	1	2	1
Santa Barbara.....	11,659	1,793	877	417	157	57	20	12	19
Santa Monica ¹²	7,847	1,248	576	263			4		3
Santa Rosa.....	7,817	1,318	667	376	198	89	14	6	7
South Pasadena.....	4,649	558	264	149					
South San Francisco.....	1,989								
Stockton.....	23,253	4,478	2,679	1,074	244	79	36	25	23
Venice.....							4	7	8
Westwood.....					28	12		1	1
Wisburn.....									
Colorado.									
Bowie.....									
Broomfield.....	1,142								
Central City ¹³	1,752				6	11			
Colorado Springs.....	29,078	2,981	1,434	748	81	37			
Cripple Creek.....	6,206	849	473	367	27	24			
Delta.....	2,388				10	9			
Denver.....	213,351	38,941	19,204	10,959	841	353	65	122	121
Fort Collins.....	8,210	893	373	156	40	35	108	7	4
Frederick.....	266								

¹ Includes activities at Albany.² Includes activities at Elk River, Fairhaven, Freshwater, Ryans Slough, and Samoa.³ Includes activities at Alhambra Bay, Seal Beach, and Wilmington.⁴ Includes activities at Hollywood and Huntington Park.⁵ Includes activities at Alta Loma, Chino, Cucamonga, Etiwanda, Guasti, and Upland.⁶ Includes activities at La Mandia.⁷ Includes activities at Claremont, Lordsburg, San Dimas, and Walnut.⁸ Includes activities at Hermosa Beach, Manhattan Beach, and Perry.⁹ Includes activities at Chula Vista, Coronado, East San Diego, and National City.¹⁰ Includes activities at Daly City.¹¹ Includes activities at Berryessa, Edenvale, Hester, Milpitas, and Sunol.¹² Includes activities at Sawtelle, The Palms, and Soldiers Home.¹³ Includes activities at Black Hawk, Nevada, Russell Gulch, and Tolland.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Colorado—Continued.									
Gorham ¹							23	1	1
Grand Junction.....	7,754	724	405	196	33	10	1		
Greely ²	8,179	691	357	172	124	68	9	5	6
Hastings.....	693								
Leadville.....	7,508	2,232	1,253	880	105	46	12	24	13
Louisville ³	1,706				35	20			
Oak Creek.....	222								
Pueblo.....	44,395	8,331	4,777	1,773	224	90	34	25	31
Rocky Ford.....	3,230	145	68	44	16	23			
Salida.....	4,425	499	256	150	45	11			
Somerset.....	527				11	11			
Sterling ⁴	3,044	418	185	45	33	26	1	3	2
Superior.....	319						25		
Telluride ⁵	1,756				42	16	4	1	1
Trinidad.....	10,204	1,293	654	368	149	39			
Connecticut.									
Ansonia.....	15,152	5,711	2,926	1,131			23	14	12
Avon.....	1,337						1		1
Bridgeport ⁶	102,054	36,180	17,114	6,563	2,456	602	212	137	177
Fairfield.....	6,134	1,653	768	261					
Stratford.....	5,712	1,199	545	287					
Bristol ⁷	13,502	3,982	1,985	695			15	9	16
Chester.....	1,419						5	4	2
Danbury.....	23,502	5,526	2,687	1,243			21	9	15
Bethel.....	3,792	502	248	161					
Elmwood.....							2		2
West Hartford.....	4,808	1,319	560	254					
Enfield.....	9,719	3,787	1,609	479					
Greenwich.....	16,463	5,080	2,301	784			15	16	16
Hartford.....	98,915	31,243	13,975	6,294	3,134	682	212	115	157
East Hartford.....	8,138	1,487	686	348					
Wethersfield.....	3,148	655	431	145					
Huntington.....	6,545	1,758	788	340					
Manchester.....	13,641	5,006	2,126	1,073			1	22	19
Meriden.....	32,066	9,390	4,346	2,308			16	12	13
Middletown ⁸	20,749	6,398	2,804	1,025	228	58	9	11	5
Naugatuck ⁹	12,722	4,283	2,075	889			4	3	3
New Britain ¹⁰	43,916	18,015	8,843	3,054			114	42	56
Berlin.....	3,728	1,166	676	187					
Plainville.....	2,882	528	264	119					
New Haven.....	133,605	42,784	19,194	8,628	4,808	829	192	94	116
New London ¹¹	19,659	4,561	1,993	701			23	18	23
Groton.....	6,495	908	416	151					
Montville.....	2,804	731	306	94					
Waterford.....	3,097	571	390	88					
Norwalk.....	24,211	5,686	2,473	978			15	7	17
Norwich ¹²	28,219	8,405	3,558	1,456	605	154	13	11	16
Poquonock.....									
Rainbow.....									
Putnam.....	7,280	1,780	801	284	305	85	20	6	20
Rockville ¹³	7,977	2,764	1,238	680	248	42	2	5	2
Southington ¹⁴	6,516	1,724	855	239			1	1	
Plainville.....	2,882	528	264	119					
South Manchester.....							23	2	12

¹ Includes activities at Marshall and Monarch.² Includes activities at Evans, Kersey, La Salle, and Lucerne.³ Includes activities at Monarch No. 2 and Sunny-side Mine.⁴ Includes activities at Atwood, Crook, Graylin, Iff, Merino, Padroni, and Willard.⁵ Includes activities at Liberty Bell Mine, Smuggler, Smuggler Mill, Smuggler Mine, and Tomboy Mine.⁶ Includes activities at Long Hill, Nichols, Stratsfield, and Trumbull.⁷ Includes activities at East Bristol, Forestville⁸ and Terryville.⁸ Includes activities at South Farms.⁹ Includes activities at Beacon Falls.¹⁰ Includes activities at Newington.¹¹ Includes activities at Mystic.¹² Includes activities at Norwichtown, Taftville, and Yantic.¹³ Includes activities at Tolland.¹⁴ Includes activities at Cheshire.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declara-tions.	Peti-tioners.	Candi-dates' wives.
Connecticut—Continued.									
South Norwalk ¹	8,968						15	11	16
Westport	4,259	1,057	482	180					
Wilcox	1,706								
Stamford	28,838	8,872	3,979	1,486			35	19	28
Darien	3,946	947	506	213					
Suffield	3,841	874	467	107			2	3	3
Thompson	4,801	1,871	789	140				5	4
Thompsonville							21	23	25
Torrington ²	16,840	6,064	3,003	1,198	439	71	9	9	4
Vernon ³	1,110	291	124	68			1	1	
Stafford Springs	3,059	1,111	491	161					
Wallingford	11,155	3,302	1,570	563			12	17	21
Waterbury ⁴	73,141	25,498	12,463	4,662			161	57	104
Watertown	3,850	974	328	109					
Westport	4,259	1,057	482	180					
Windsor ⁵	4,178	786	379	125			3	2	1
District of Columbia.									
Washington ⁶	331,069	24,351	11,738	6,474	726	340	97	77	83
Alexandria, Va.	15,329	320	179	86					
Florida.									
Jacksonville	57,699	2,488	1,308	587	201	67	7	19	14
Georgia.									
Atlanta	154,839	4,410	2,287	1,011	144	72	11	38	29
Idaho.									
Boise	17,358	2,283	1,555	548	112	32	15	7	6
Illinois.									
Alton	17,528	1,504	764	484	835	115	1	5	
Arlington Heights	1,943							1	
Aurora ⁷	29,807	6,702	3,566	1,795	348	136	28	89	6
Belleville	21,122	2,500	1,227	770			37	1	
Benton ⁸	2,675	229	122	17	284	105	120	8	
Berwyn ⁹	5,841	1,570	751	536			6	6	
Bloomington	25,768	3,407	1,612	1,152	56	29		5	
Blue Island ¹⁰	8,043	1,903	1,015	625			6	4	
Harvey	7,227	1,784	974	385					
Morgan Park	3,694	662	310	230					
Buckner							58	1	
Chicago ¹¹	2,185,283	781,217	379,850	190,693	38,269	8,896	3,162	3,153	3,032
Evanston	24,978	5,700	2,501	1,349					
Chicago Heights	14,525	6,077	3,539	1,135				1	
Christopher ¹²	1,825						98	4	2
Cicero	14,557	6,072	3,196	1,354			25	26	28
Decatur	31,140	2,422	1,127	694	84	14	40	6	17
De Kalb ¹³	8,102	2,584	1,478	637	107	41	5	9	8
Rochelle	2,732	420	195	126					
Sycamore	3,926	686	349	234					
East St. Louis	58,547	9,400	5,729	1,613	1,513	128	24	10	19
Galesburg ¹⁴	22,089	3,590	1,844	1,192	54	22	6	8	6
Glencoe	1,899						1	1	1
Granite City	9,903	2,784	1,863	844			231	1	2
Harrisburg ¹⁵	5,309	295	180	49	62	23	130	9	7
Herrin	6,861	1,080	565	205	131	26	51	10	39
Highland Park ¹⁶	4,209	864	341	120			3	3	5
Johnston City	3,248	696	379	131					

¹ Includes activities at East Norwalk and Roy-walton.² Includes activities at Burrville, Torrington, and West Torrington.³ Includes activities at Ellington, Talcottville, and Vernon Center, but not those for Rockville.⁴ Includes activities at Middlebury, Prospect, and Wolcott.⁵ Includes activities at Wilson.⁶ Includes activities at Hyattsville, Mount Rainier, and Rockville, Md., and Rosslyn, Va.⁷ Includes activities at Montgomery and North Aurora.⁸ Includes activities at West City.⁹ Includes activities at Clyde, Morton Park, and North Berwyn.¹⁰ Includes activities at Burr Oak.¹¹ Includes activities at Austin, Hawthorn, Jefferson, and Kensington.¹² Includes activities at Hodgetown and Urbain.¹³ Includes activities at Cortland, Creston, Elburn, Malta, Maple Park, and Rollo.¹⁴ Includes activities at East Galesburg.¹⁵ Includes activities at Carriers Mills and Ledford.¹⁶ Includes activities at Highwood.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Decla-rants.	Peti-tioners.	Candi-dates' wives.
Illinois—Continued.									
Joliet ¹	34,670	10,441	5,877	2,483	455	112	62	23	43
Lake Forest.....	3,349	1,106	478	251					
La Salle ²	11,537	3,442	1,722	888	381	122	14	9	13
Madison.....	5,046	2,512	1,845	60					
Marion.....	7,083	234	140	31					
Maywood.....	8,083	2,053	947	515			15	7	8
McHose Park.....	4,906	2,294	1,284	413					
Moline ³	24,199	7,211	4,089	2,229	644	294	138	155	130
East Moline.....	2,685	1,232	851	134					
North Chicago.....	3,308	1,325	738	246			10	8	10
Oak Park.....	19,444	3,325	1,380	934			14	9	16
Oglesby.....							8		3
Ottawa.....	9,535	1,502	745	532					
Pana.....	6,055	1,098	516	287	102	26	86	4	3
Peoria.....	66,950	8,810	4,661	2,598	350	107	52	4	12
Peru.....	7,984	2,135	1,043	703			5	6	6
Rockford.....	45,401	13,828	7,102	4,094	367	145	78	65	61
Rock Island.....	24,335	4,922	2,537	1,491			36	33	40
Royalton ⁴		357					50		1
St. Charles.....	4,046	1,572	877	381			17	5	4
Sesser.....	1,292								
Springfield.....	51,678	6,900	3,356	1,940	423	173	20	59	45
Spring Valley ⁵	7,085	2,992	1,536	1,112	255	85	7	12	7
Streator.....	14,253	3,432	1,705	1,063			5	1	4
Waukegan.....	16,069	5,624	3,176	1,087	450	142	18	32	28
Westville ⁶	2,607	1,253	720	389			23	16	25
Bridge Farm.....	967				99	37			
Woodstock.....	4,331	658	354	217			9	3	1
Zeigler.....							88	7	5
Indiana.									
Anderson ⁷	22,476	977	548	255	72	25	45	5	11
Alexandria.....	5,096	451	248	151					
Elwood.....	11,028	812	409	241					
Frankfort.....	8,634	102	58	31					
Clinton.....	6,229	1,805	937	171	188	23			
East Chicago ⁸	19,098	10,295	6,638	951	6,543	310	514	16	308
Elkhart.....	19,282	1,636	893	437	131	40	98		13
Fort Wayne ⁹	63,933	7,204	3,785	2,459	599	391	35	26	22
Gary.....	16,802	8,242	5,693	1,008			1,402	93	665
Hammond ¹⁰	20,925	5,553	3,131	1,022			108	34	84
Indianapolis.....	233,650	19,767	10,407	6,088	1,227	332	312	56	162
Kokomo ¹¹	17,010	719	389	236	55	8	2	3	4
Laporte.....	10,525	1,954	1,083	522	277	72	61	11	9
Logansport.....	19,050	1,405	777	414	179	16	132	5	12
Mishawaka.....	11,886	1,803	977	346			63	12	30
Peru.....	10,910	687	363	211	18	13		2	2
Richmond.....	22,324	1,173	599	320	55	103	30	2	17
South Bend.....	53,684	13,420	6,787	2,226	1,111	398	164	24	86
Sullivan.....	4,115	88	51	17	29	7		2	1
Vincennes.....	14,895	816	438	321	163	17		3	1
Whiting.....	6,587	2,888	1,715	463			83	27	68
Iowa.									
Burlington ¹²	24,324	3,938	2,037	1,283	31	10	106	8	5
Carney ¹³							1		
Cedar Falls.....	5,012	753	356	261	112	30	31	4	4

¹ Includes activities at Rockdale.² Includes activities at Utica.³ Includes activities at Silvis.⁴ Includes activities at Bush and Hearst.⁵ Includes activities at Cherry, Dalzell, Depue, Ladd, Marquette, and Seatonville.⁶ Includes activities at Georgetown.⁷ Includes activities at Lapel, Middletown, and Pendleton.⁸ Includes activities at Indiana Harbor.⁹ Includes activities at Arcola, Huntertown, and New Haven.¹⁰ Includes activities at Cambridge City and Centerville.¹¹ Includes activities at Center Township.¹² Includes activities at West Burlington.¹³ Includes activities at Delaware, Bloomfield, Enterprise, Oralabor, Saylor, and Swanwood.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

(Figures not available where blanks occur.)

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Iowa—Continued.									
Cedar Rapids ¹	32,811	5,321	2,619	1,531	201	57	6	36	26
Charles City.....	5,892	821	455	289	19	5	48	.....	2
Cherokee.....	4,884	754	425	183	29	7	.....	.....	.....
Clayworks.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Clinton.....	25,577	4,890	2,615	1,697	88	32	89	.....	1
Council Bluffs.....	29,292	4,268	2,309	1,302	126	49	34	10	10
Davenport ²	43,028	8,101	4,132	2,597	219	65	11	22	22
Des Moines.....	86,368	10,395	5,231	2,807	392	109	42	39	35
Valley Junction.....	2,573	175	93	54	.....	.....	.....	.....	.....
Dubuque.....	38,494	6,089	3,220	2,281	.....	.....	514	14	9
Fort Dodge.....	15,543	2,188	1,199	609	95	24	7	6	4
High Bridge.....	.....	.....	.....	.....	36	9	.....	1	.....
Lyons.....	.....	.....	.....	.....	.....	.....	2	.....	.....
Mason City.....	11,230	1,508	823	322	95	31	190	13	1
Muscatine ³	16,178	2,145	1,089	713	35	13	25	2	2
Mystic.....	2,663	522	283	99	45	27	6	1	2
Oelwein.....	6,028	929	565	202	58	16	58	3	1
Scandia.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Sioux City ⁴	47,828	10,452	5,781	2,408	388	76	59	36	50
Waterloo ⁵	26,693	2,706	1,494	650	.....	.....	302	6	4
Yoder.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Kansas.									
Atchison.....	16,429	1,084	526	289	46	15	10	8	4
Barber.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Caney.....	3,597	210	113	67	29	11	.....	.....	.....
Capaldo.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Carona ⁶.....	.....	.....	.....	.....	36	11	3	2	1
Cherryvale.....	4,304	176	108	29	.....	.....	.....	.....	.....
Dearing.....	250	.....	.....	.....	.....	.....	.....	.....	.....
Edson.....	.....	.....	.....	.....	1	.....	8	.....	.....
Fort Scott.....	10,463	386	209	106	7	2	.....	.....	.....
Franklin.....	.....	.....	.....	.....	.....	.....	165	.....	1
Frontenac.....	3,396	1,572	798	253	.....	.....	186	3	4
Gross.....	.....	.....	.....	.....	.....	.....	17	.....	.....
Horton.....	3,600	235	137	66	21	11	.....	.....	.....
Kansas City.....	82,331	10,344	5,710	2,427	942	72	282	16	32
Parsons.....	12,463	463	259	133	9	1	1	1	1
Pittsburg.....	14,755	1,137	588	322	311	61	182	.....	9
Radley.....	.....	.....	.....	.....	.....	.....	74	2	2
Ringo.....	.....	.....	.....	.....	.....	.....	9	1	.....
Roseland.....	396	.....	.....	.....	.....	.....	2	.....	.....
Salina.....	9,688	740	376	222	18	7	.....	.....	.....
Skidmore.....	.....	.....	.....	.....	.....	.....	1	.....	.....
South Radley.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Topeka.....	43,684	4,153	2,123	1,115	91	13	16	11	14
Wichita.....	52,450	2,855	1,591	653	103	40	124	11	6
Kentucky.									
Danville.....	5,420	69	40	12	.....	.....	.....	.....	.....
Lexington.....	35,099	936	509	330	.....	.....	.....	.....	.....
Louisville.....	223,928	17,436	8,334	5,704	284	90	13	19	13
Newport.....	30,309	3,405	1,534	1,009	53	23	.....	.....	.....
Louisiana.									
Amite ⁷	1,677	.....	.....	.....	32	11	.....	.....	.....
Hammond.....	2,942	154	72	18	.....	.....	.....	1	1
Kentwood.....	3,609	150	72	8	.....	.....	.....	.....	.....
Natalbany.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
New Orleans ⁸	339,075	27,686	13,486	6,138	1,217	328	95	96	85
Shreveport.....	28,015	1,004	525	248	105	10	.....	.....	.....

¹ Includes activities at Benson, Cedar Heights, Janesville, New Hartford, and Parkersburg.² Includes activities at Bettendorf and Rooking-ham.³ Includes activities at Blue Grass and Fairport.⁴ Includes activities at Leeds, Riverside, and South Sioux City.⁵ Includes activities at Waterloo East Side and Waterloo West Side.⁶ Includes activities at Cokedale, East Mineral, Hamilton, and Mackie.⁷ Includes activities at Gulette, Independence, Roseland, and Shiloh.⁸ Includes activities at Algiers, Amesville, Chef Manteur, Gentilly, Gretna, Lakeview, Lee, Little Woods, McDonoughville, Milneburg, and Pontchar-train Grove.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declara-tants.	Peti-tioners.	Candi-dates' wives.
Maine.									
Auburn.....	15,064	2,574	1,090	454	209	70	3	6	4
Augusta.....	13,211	2,639	1,022	271	226	38	10	4	1
Hallowell.....	2,864	309	181	74					
Bangor.....	24,803	4,280	1,883	610	364	52	9	7	11
Bath.....	9,396	1,315	526	210	84	30	8	7	4
Biddeford.....	17,079	6,761	2,537	823			4	3	7
Brunswick ¹	6,621	1,539	602	270			14	3	8
Foxcroft.....	1,867								
Lewiston.....	26,247	9,418	3,502	1,406			9	29	18
Lisbon.....	4,116	988	427	165				3	3
Old Town.....	6,317	1,383	664	118				1	1
Orono.....	3,555	868	449	63				1	1
Portland.....	58,571	12,078	5,023	2,222	758	437	108	71	94
South Portland.....	7,471	1,003	415	147					
Westbrook.....	8,281	1,744	748	347					
Presque Isle.....	5,179	1,147	524	166	560	35			
Rumford ²	6,777	2,634	1,280	162	111	51			
Saco.....	6,533	1,168	463	158			2	1	
Skowhegan.....	5,341	783	346	144	76	17			
Waterville ³	11,458	2,688	1,138	454			13	6	6
Maryland.									
Baltimore ⁴	558,485	77,043	33,638	16,643	3,674	860	221	212	230
Massachusetts.									
Adams.....	13,026	5,097	2,042	766			10	2	8
Amherst.....	5,112	661	259	83			3		2
Arlington.....	11,187	2,758	1,157	602			24	10	20
Athol.....	8,536	1,638	779	176			8	6	7
Attleboro.....	16,215	4,453	1,919	808			32	16	31
Belmont.....	5,542	1,572	639	275			4	6	8
Beverly ⁵	18,550	4,661	2,174	808			52	23	22
Danvers.....	9,407	1,908	790	385					
Boston ⁶	670,585	240,722	103,180	47,791	16,169	4,148	1,172	625	697
Hyde Park.....	15,507	4,442	2,077	905					
Bridgewater.....	7,688	2,317	1,623	482			10	8	7
Brookton.....	56,878	15,425	7,033	3,167	725	253	28	106	65
Brookline.....	27,792	8,345	2,307	1,274			87	19	26
Cambridge.....	104,839	34,608	14,636	7,162	808	214	126	62	85
Canton.....	4,797	1,156	489	252			7	14	13
Chelsea.....	32,452	13,748	5,883	2,133			83	55	66
Chilcopee.....	25,401	10,036	4,330	1,280			22	15	19
Clinton ⁷	13,075	4,798	1,916	1,029			6	13	10
Cohasset.....	2,585	520	217	85			4	2	4
Concord ⁸	6,421	1,649	738	292			4	5	4
Dedham.....	9,284	2,718	1,206	520	445	96	9	7	6
Douglas.....	2,152								
Dudley.....	4,267	1,579	704	173					
East Bridgewater ⁹	3,363	547	253	113				1	1
East Falmouth.....									
Easthampton ¹⁰	8,524	3,077	1,227	404			2	9	8
Easton.....	5,139	1,371	698	380					
Mansfield.....	5,183	1,020	470	141					
East Weymouth.....							3	1	
Everett.....	33,484	9,607	4,085	2,228			55	25	34
Fall River ¹¹	119,295	50,874	20,181	8,368	2,445	706	154	81	116
Somerset.....	2,798	706	295	102					
Westport.....	2,928	591	261	68					
Tiverton, R. I.....	4,032	1,069	497	175					

¹ Includes activities at Topsham.² Includes activities at Mexico, Smithville, and Virginia.³ Includes activities at Winslow.⁴ Includes activities at Arlington, Brooklyn, Cantonville, Curtis Bay, Dundalk, Franklinville, Gardenville, Govans, Hamilton, Hillsdale, Mount Winans, Orangeville, Roland Park, Sparrows Point, Towson, and West Arlington.⁵ Includes activities at Hamilton and Wenham.⁶ Includes activities at Allston, Brighton, Charlestown, Dorchester, East Boston, Mattapan, Mount Hope, Roslindale, Roxbury, South Boston, and West Roxbury.⁷ Includes activities at Boylston, Lancaster, and Sterling.⁸ Includes activities at Bedford, Carlisle, and Lincoln.⁹ Includes activities at Elmwood and Westdale.¹⁰ Includes activities at Southampton.¹¹ Includes activities at Swansea.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives.
Massachusetts—Contd.									
Falmouth.....	3,144	544	245	79					
Fitchburg.....	37,826	13,611	5,933	1,950			9	13	14
Framingham ¹	12,948	3,156	1,341	557			24	5	9
Franklin ²	5,641	1,504	722	248			1		1
Medway.....	2,696	537	216	112					
Gardner.....	14,699	5,312	2,703	762			5	14	11
Gloucester ³	24,398	7,494	3,980	1,743			9	13	14
Manchester.....	2,673	847	437	165					
Greenfield ⁴	10,427	1,918	916	366	232	41	7	13	14
Hanover ⁵	2,326								
Haverhill ⁶	44,115	11,153	4,936	1,915			33	30	22
Amesbury.....	9,894	2,635	1,140	463					
Hingham.....	4,965	943	388	153			5	3	6
Holyoke ⁷	57,730	23,238	9,457	3,765			70	47	47
Hudson ⁸	6,743	1,790	863	293			4	3	3
Ipswich ⁹	5,777	2,251	872	175				3	2
Lawrence.....	85,892	41,319	17,414	6,588	3,072	799	185	104	141
Leominster ¹⁰	17,580	4,875	2,068	845			25	7	19
Lexington ¹¹	4,918	1,143	517	242					
Lowell.....	106,294	43,457	18,191	7,028			114	134	166
Dracut.....	3,461	1,035	482	231					
Tewksbury.....	3,750	1,670	872	89					
Ludlow.....	4,948	2,309	799	158					
Lynn ¹²	89,336	27,344	12,038	4,931			247	120	143
Saugus.....	8,047	1,750	751	416					
Swampscott.....	6,204	1,369	580	250					
Malden.....	44,404	13,430	5,404	2,941			47	67	63
Melrose.....	15,715	3,091	1,182	718					
Marlboro ¹³	14,579	3,344	1,508	810			13	15	19
Maynard.....	6,390	3,002	1,403	549			11	5	9
Medford.....	23,150	5,126	2,134	1,195			58	44	63
Methuen.....	11,448	4,501	1,776	922			17	33	40
Milford.....	13,085	4,331	2,039	874			16	19	22
Monson.....	4,758	904	399	156					
Montague.....	6,896	1,936	923	375				4	4
Natick.....	9,866	1,997	926	499			4	4	4
Needham.....	5,026	1,584	644	268			7	4	6
New Bedford ¹⁴	96,652	42,625	17,151	5,441			76	190	158
Dartmouth.....	4,378	1,072	488	116					
Fairhaven.....	5,122	1,232	538	173					
Newburyport.....	14,949	3,007	1,215	569				12	6
Newton.....	39,806	11,191	4,061	1,829			13	21	18
North Adams.....	22,019	6,046	2,561	1,266			4	8	7
Northampton.....	19,431	4,880	2,130	983	299	58	3	9	6
North Attleboro ¹⁵	9,562	2,490	1,133	508			20	12	21
Northbridge.....	8,807	3,560	1,619	503				3	2
North Easton.....								1	1
Norwood.....	8,014	2,555	1,289	521			9	42	28
Palmer ¹⁶	8,610	3,074	1,354	282			10	9	14
Peabody.....	15,721	5,341	2,931	783			10	25	9
Pittsfield ¹⁷	32,121	6,744	3,176	1,549	763	171	32	22	27
Dalton.....	3,568	462	199	138					
Lenox.....	3,060	754	350	178					
Plymouth.....	12,141	3,722	1,621	463			10	1	1
Quincy.....	32,642	10,875	4,996	2,367			86	51	72
Revere.....	18,219	5,331	2,400	1,407			78	48	71

¹ Includes activities at Ashland, Hopkinton, and Sherborn.² Includes activities at Wrentham.³ Includes activities at Essex.⁴ Includes activities at Deerfield.⁵ Includes activities at Norwell and Pembroke.⁶ Includes activities at Merrimac, Mass., and Newton and Plalstow, N. H.⁷ Includes activities at South Hadley Falls and Williamansett.⁸ Includes activities at Berlin, Bolton, and Stow.⁹ Includes activities at Hamilton, Rowley, and Topsfield.¹⁰ Includes activities at Lunenburg.¹¹ Includes activities at Bedford and Burlington.¹² Includes activities at Nahant.¹³ Includes activities at Northboro and Southboro.¹⁴ Includes activities at Acushnet and Freetown.¹⁵ Includes activities at Plainville.¹⁶ Includes activities at Bondsville, Thorndyke, and Three Rivers.¹⁷ Includes activities at Hinsdale and Lanesboro.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives.
Massachusetts—Contd.									
Rockland	6,928	1,110	502	276				1	
Abington	5,455	885	399	153					
Weymouth	12,895	2,312	1,099	509					
Rockport ¹	4,211	1,029	478	200			1		
Salem	43,697	13,539	5,696	2,443			37	41	31
Shrewsbury	1,946						1	2	1
Somerville	77,286	20,751	8,814	4,263			101	77	83
Southboro.									
Southbridge ²	12,562	4,315	1,943	657			2	23	21
Springfield ³	88,926	22,999	9,942	4,182	2,818	596	152	83	120
Agawam	3,501	826	378	155					
Stoneham	7,090	1,862	615	316			4	1	5
Stoughton	6,316	1,439	666	266			2	4	4
Taunton	34,259	9,779	4,206	1,506			13	22	23
Uxbridge	4,671	1,243	601	144				2	2
Wakefield ⁴	11,404	3,128	1,280	662			31	12	24
Reading	5,818	1,012	421	191					
Walpole ⁵	4,892	1,306	635	230			4	7	9
Foxboro.	3,863	698	377	125					
Waltham	27,834	7,683	3,068	1,525			21	11	17
Watertown	12,875	4,057	1,773	804			14	10	10
Webster	11,509	4,096	1,839	680			1	10	7
Wellesley	5,413	1,559	550	234			1	1	2
Westfield	16,044	4,401	2,173	588			11	10	11
West Springfield	9,224	2,100	943	372			4	1	3
Whitman	7,282	1,108	481	218			2	3	7
Winchester	9,309	2,486	1,027	366			4	10	7
Winthrop	10,132	2,093	819	551			15	11	12
Woburn ⁶	15,308	4,039	2,006	1,063			21	7	13
Worcester	145,986	48,492	22,816	9,126	3,283	704	161	153	146
Michigan.									
Albion	5,833	775	421	245			5	3	2
Alpha ⁷								1	1
Battle ⁸								6	6
Battle Creek	25,267	2,616	1,259	570	144	26	9	67	68
Bay City	45,106	11,027	5,213	4,009	205	141	48		
Belding	4,119	351	120	66			15	18	25
Benton Harbor ⁹	9,185	1,147	538	340	174	61	47	11	17
Bessemer	4,583	2,144	1,260	427	426	117	47	65	77
Calumet ¹⁰	20,067				632	206	90		
Laurium	8,537	2,617	1,263	825					
Red Jacket	4,211	1,953	1,151	357					
Crystal Falls	3,775	1,501	818	358	274	73	12	6	1
Detroit	465,766	156,565	75,323	32,891	14,229	2,663	1,909	654	746
Diorite									
Dodgeville									
Dowagiac	5,088	471	263	88	12	6		3	3
Escanaba ¹¹	13,194	4,095	2,236	1,365	165	48	11	6	7
Flint	38,550	6,662	3,628	1,579	811	83	65	22	12
Gladstone	4,211	1,423	753	352			56		
Grand Haven ¹²	5,856	1,364	665	393	92	40	7	2	2
Grand Rapids	112,571	28,335	13,689	7,758	877	269	124	174	155
Gwynn ¹³								1	
Hancock ¹⁴	8,981	3,162	1,611	786			46	31	34
Hemlock									
Highland Park ¹⁵	4,120	915	404	247			8	10	12
Hamtramck	3,559	1,261	568	262					

¹ Includes activities at Pigeon Cove.² Includes activities at Charlton and Sturbridge.³ Includes activities at Long Meadow.⁴ Includes activities at Lynnfield.⁵ Includes activities at Norfolk.⁶ Includes activities at Burlington and Wilming-ton.⁷ Includes activities at Dunn Mine Location.⁸ Includes activities at Atlantic Mine, South Range, and Trimountain.⁹ Includes activities at Coloma and Milburg.¹⁰ Includes activities at Centennial, Centennial Heights, Kearsarge, Osceola, Tamarack, and Waverne.¹¹ Exclusive of Laurium and Red Jacket.¹² Includes activities at North Escanaba and Wells.¹³ Includes activities at Ferrysburg and Spring Lake.¹⁴ Includes activities at Austin and Princeton.¹⁵ Includes activities at Franklin Mine and Quincy Mine.¹⁶ Includes activities at Greenfield.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Michigan—Continued.									
Holland.....	10,490	2,465	1,162	764	.....	.....	17	4	2
Ionia.....	5,030	744	366	268	82	17	1	3	1
Iron Mountain.....	9,216	3,741	1,878	1,208	115	90	16	5	11
Iron River.....	2,450	.....	.....	.....	.....	.....	14	27	19
Ironwood.....	12,821	6,234	3,651	1,259	.....	.....	78	31	48
Ishpeming.....	12,448	4,732	2,478	1,550	.....	.....	29	3	13
Jackson.....	31,433	4,307	2,182	1,180	254	32	19	12	19
Kalamazoo ¹	39,437	6,857	3,149	1,505	187	74	28	27	29
Lansing ²	31,229	3,973	2,006	1,029	524	42	43	11	15
St. Johns.....	3,154	192	97	55	.....	.....	2	.....	.....
Loretto ³.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Manistee ⁴	12,381	3,610	1,828	1,480	39	21	7	.....	.....
Marquette.....	11,503	3,574	1,930	1,117	249	135	12	10	9
Mohawk ⁵.....	.....	.....	.....	.....	39	21	3	.....	.....
Monroe ⁶	6,893	828	458	188	53	13	.....	2	2
Muskegon ⁷	24,062	6,252	3,092	2,070	216	34	22	10	10
Negaunee.....	8,460	3,862	2,207	869	.....	.....	32	48	46
Owosso ⁸	9,639	1,352	674	398	98	18	.....	5	4
Painesdale.....	.....	.....	.....	.....	.....	.....	.....	8	7
Pontiac.....	14,532	2,683	1,290	619	274	48	.....	.....	.....
Port Huron ⁹	18,863	5,979	2,541	1,917	187	24	.....	1	1
River Rouge ¹⁰	4,163	1,227	581	284	.....	.....	5	2	3
Saginaw ¹¹	50,510	11,701	5,584	3,799	339	108	42	14	36
Saginaw West Side.....	.....	.....	.....	.....	.....	.....	12	8	11
St. Charles.....	1,451	.....	.....	.....	.....	.....	3	.....	.....
Scottville ¹²	891	.....	.....	.....	19	12	19	7	3
Stambaugh ¹³	1,322	.....	.....	.....	.....	.....	.....	1	1
Traverse City.....	12,115	2,009	1,042	634	16	9	.....	1	1
Ypsilanti ¹⁴	6,230	614	261	155	164	98	.....	1	1
Minnesota.									
Albert Lea ¹⁵	6,192	1,192	591	337	61	44	1	2	.....
Aurora ¹⁶	1,919	.....	.....	.....	.....	.....	1	8	6
Austin ¹⁷	6,960	1,128	615	342	41	13	1	4	2
Bemidji.....	5,099	1,056	670	401	90	76	2	4	2
Biwabik ¹⁸	1,690	.....	.....	.....	.....	.....	3	9	9
Brainerd ¹⁹	8,528	2,164	1,122	796	59	38	13	7	5
Buhl.....	1,005	.....	.....	.....	.....	.....	.....	7	4
Chisholm ²⁰	7,684	4,469	2,936	551	.....	.....	13	25	27
Clementson.....	.....	.....	.....	.....	.....	.....	2	12	7
Cloquet.....	7,081	2,959	1,794	753	61	24	.....	4	2
Coeralne ²¹	1,613	.....	.....	.....	.....	.....	5	10	7
Crosby ²².....	.....	.....	.....	.....	.....	.....	7	140	140
Duluth.....	78,466	30,652	17,663	8,359	3,360	703	146	3	2
Dunbar.....	.....	.....	.....	.....	.....	.....	.....	4	2
East Grand Forks.....	2,533	773	422	220	63	44	1	.....	.....
Grand Forks, N. Dak. ²³	12,478	3,607	1,756	929	.....	.....	.....	.....	.....
Ely ²⁴	3,572	1,713	995	377	.....	.....	8	15	12
Eveleth.....	7,036	3,761	2,328	679	.....	.....	13	16	14

¹ Includes activities at Comstock, Galesburg, Plainwell, Schoolcraft, and Vicksburg.² Includes activities at Bath, DeWitt, Dimondale, Haslett, Holt, and Masons.³ Includes activities at Waukegan.⁴ Includes activities at East Lake, File City, and Oak Hill.⁵ Includes activities at Ahmeek and Allouez.⁶ Includes activities at Erie and La Salle.⁷ Includes activities at Fruitport and Muskegon Heights.⁸ Includes activities at Corunna, Morrice, and Perry.⁹ Includes activities at North Port Huron, Salt Block, and Upton Works.¹⁰ Includes activities at Ecorse, Ford City, and Navarre.¹¹ Includes activities at Birch Run, Bridgeport, Burt, Carrollton, Chesaning, Fosters, Freeland, Merrill, Oakley, Swan Creek, and Zilwaukee.¹² Includes activities at Amber and Custer.¹³ Includes activities at New Caspian and Palatka.¹⁴ Includes activities at Saline and Wayne.¹⁵ Includes activities at Alden, Armstrong, Clarks Grove, Glenville, Hayward, and Manchester.¹⁶ Includes activities at Adriatic, Messaba, and Stevens.¹⁷ Includes activities at Brownsdale, Lansing, Lyle, Oakland, and Waltham.¹⁸ Includes activities at Pineville.¹⁹ Includes activities at Barrows.²⁰ Includes activities at Hartley, Monroe Location, Myers, and Shenango.²¹ Includes activities at Bovey, Calumet, Marble, and Taconite.²² Includes activities at Deerwood and Ironton.²³ Includes activities at Winton.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives.
Minnesota—Continued.									
Fairmont.....	2,958	392	198	169	40	20	2	1	2
Fairbault.....	9,001	1,443	695	445	40	17	5	4	2
Fergus Falls ¹	6,887	2,418	1,288	494	73	54	4	9	8
Gilbert ²	1,700						13	11	15
Graceton.....									
Grand Rapids.....	2,230				103	57	2	3	1
Hibbing ³	8,832	4,342	2,879	730			13	15	17
Homestead.....									
International Falls.....	1,457				90	30	12	7	5
Keewatin ⁴	695						1		
Kettle River.....									
Kinney ⁵							2	6	4
Linford.....									
Little Falls.....	6,078	1,300	638	522	31	20	4	1	1
Little Marais.....									
Little Swan.....									
Mankato ⁶	10,365	2,070	1,018	814	91	33	9	6	4
St. Peter.....	4,176	1,260	635	254					
Minneapolis ⁷	301,408	85,938	45,159	23,462	2,473	841	480	356	355
Montevideo.....	3,056	571	304	177	36	15	1	1	2
Moorhead.....	4,840	1,384	751	458	51	23			
Mountain Iron ⁸	1,343						4	5	7
Nashauk.....	2,080						5	5	7
Owatonna ⁹	5,658	1,104	520	400	36	9	4	2	1
Rosey.....									
St. Cloud ¹⁰	10,600	2,024	1,103	675			5	4	5
St. Paul ¹¹	214,744	56,524	29,048	17,071	1,709	483	146	140	126
Section Thirty.....									
South St. Paul.....	4,510	1,723	934	423	24	15	2	8	5
Stillwater ¹²	10,198	2,774	1,578	1,151	25	19	3	4	5
Tofte.....									
Trout Lake.....									
Two Harbors.....	4,990	2,114	1,265	466	297	37	10	9	4
Virginia ¹³	10,473	5,340	3,397	958			17	27	22
Winger.....	728								
Winona.....	18,583	3,858	1,929	1,586	60	19	15	4	2
Williams.....									
Wilmar.....	4,135	1,281	631	434	34	28		4	
Wrenshall ¹⁴	755								
Wright.....									
Mississippi.									
Greenville.....	9,610	296	185	86					
Gulport.....	6,386	269	164	64			6		
Missouri.									
Cape Girardeau.....	8,475	375	208	162	7	2			
Dasco.....									
Kansas City ¹⁵	248,381	25,327	13,052	6,953	1,050	204	184	101	156
Independence.....	9,859	412	203	116					
Rosedale, Kans.....	5,960	470	228	173					
St. Joseph.....	77,403	8,113	4,281	2,256	246	39	476	5	11
St. Louis.....	687,029	125,708	63,440	33,081	6,827	968	1,038	377	612
Maplewood.....	4,976	505	267	191					
Sedalia.....	17,822	801	413	225	2		8	1	3

¹ Includes activities at Battle Lake Pelican Rapids, Rothsay, and Underwood.² Includes activities at Elba, Genoa Mining Location, McKinley, and Sparta.³ Includes activities at Alice, Brooklyn, Carson Lake, Dupond, Glenn, Kittsville, Lamberton, Latonia, Mace, Mahoning, Mabel Hill, Mitchell, Morton, Penobscot, Pool, and Stevenson.⁴ Includes activities at Bennet Mine, Bray Location, and St. Paul Location.⁵ Includes activities at Lucknow, Sharon, and Spina.⁶ Includes activities at Eagle Lake, Kasota, Lake Crystal, and North Mankato.⁷ Includes activities at Robbinsdale and St. Louis Park.⁸ Includes activities at Costin, Ellis, Hopper, Kinross, Leonidas Mine, and Parkville.⁹ Includes activities at Bixby, Havana, Hope, Medford, Meriden, Merton, and Pratt.¹⁰ Includes activities at Sauk Rapids and White Park.¹¹ Includes activities at North St. Paul.¹² Includes activities at Oak Park and South Stillwater.¹³ Includes activities at Franklin and Northside.¹⁴ Includes activities at Banker, Carlton, Huson, and Wingate.¹⁵ Includes activities at North Kansas City.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Montana.									
Great Falls.....	13,948	3,662	1,943	1,018	446	33	-----	16	9
Lewistown ¹	2,992	411	219	123	137	28	63	4	11
Miles City.....	4,697	852	555	166	192	14	61	10	4
Missoula.....	12,869	2,997	2,020	785	87	7	-----	1	-----
Red Lodge.....	4,860	2,099	1,314	420	53	12	3	8	7
Nebraska.									
Elyria.....					24	10			
Fremont.....	8,718	1,369	686	457	78	47	81	2	2
Grand Island.....	10,326	1,561	869	541	80	12	90		2
Hebron.....	1,778				17	13			
Lincoln.....	43,973	7,200	3,101	1,372	227	98	25	18	29
Norfolk.....	6,025	799	422	162	45	17			
Omaha ²	124,096	27,068	13,788	7,079	2,315	386	919	109	574
Benson.....	3,170	484	237	155					
South Omaha.....	26,259	7,334	4,377	1,966					
Schuyler.....	2,152				89	29	30	1	1
Wilber.....	1,219				63	26			
Nevada.									
Reno.....	10,867	2,059	1,239	591	95	23	140	13	9
Sparks.....	2,500	522	338	113					
New Hampshire.									
Berlin ³	11,780	5,082	2,378	768	282	65		36	26
Claremont.....	7,529	1,819	731	268	53	23	1	7	7
Concord ⁴	21,497	4,309	1,964	962	310	50	9	21	14
Pembroke.....	3,062	878	358	230					
Dover ⁵	13,247	3,296	1,475	747	137	39	4	11	2
Newmarket.....	3,348	1,340	497	106					
East Jaffrey.....							2		
Franklin ⁶	6,132	1,613	596	262			1		
Jaffrey.....	1,895				103	17	19	2	15
Lebanon.....	5,718	961	395	153				1	1
Manchester ⁷	70,063	29,692	11,486	4,566	694	285	40	108	84
Goffstown.....	2,579	515	265	66					
Nashua.....	26,005	8,957	3,748	1,190			43	40	49
Portsmouth.....	11,269	2,138	975	514	120	62		2	1
Salem ⁸	2,117								
Tilton.....	1,866				95	10	2		2
New Jersey.									
Atlantic City ⁹	46,150	6,400	2,996	1,170	477	138	45	58	44
Pleasantville.....	4,390	304	170	56					
Bayonne.....	55,545	20,522	10,109	3,364			69	110	112
Bernardsville.....							6	3	5
Bloomfield.....	15,070	3,359	1,544	808			2	9	7
East Orange.....	34,371	5,677	2,079	1,187					
Boonton.....	4,930	1,090	505	207			6		
Bordentown ¹⁰	4,250	349	162	63	244	64	3		2
Bound Brook.....	3,970	1,242	606	212	289	49	5	5	4
Carneys Point.....					120	17			
Cranford.....	3,641								
Dover ¹¹	7,468	1,313	667	385			10	4	4
Wharton.....	2,983	1,133	732	169					
East Newark.....	3,163	1,215	546	255			1	2	3
East Rutherford ¹²	4,275	1,187	561	297					
Carlstadt.....	3,807	1,272	591	331					
Wallington.....	3,448	1,365	618	199					
Elizabeth.....	73,409	23,894	11,713	5,036	1,757	494	77	68	80
Englewood.....	9,924	2,500	950	422			15	2	5
Florence.....	4,731								

¹ Includes activities at Glengarry, Hilger, Moore, and South Lewistown.² Includes activities at Florence.³ Includes activities at Gorham and Milan.⁴ Includes activities at Penacook.⁵ Includes activities at Durham, Elliot, Madbury, and Rollinsford.⁶ Includes activities at Northfield and Sanborn-ton.⁷ Includes activities at Auburn, Bedford, Bow, Candia, Chester, Grasmere, Hookset, and Weare.⁸ Includes activities at Hampshire.⁹ Includes activities at Ventnor City.¹⁰ Includes activities at Roebling and White House.¹¹ Includes activities at Bowlbyville, Denville, Kenyil, Mill Brook, Mine Hill, Rockaway, and Succasunna.¹² Includes activities at Lyndhurst.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Petitioners.	Candidates' wives.
New Jersey—Continued.									
Hackensack ¹	14,050	3,255	1,473	564	1,347	420	28	12	14
Harrison.....	14,498	5,257	2,503	1,046	.....	.....	39	39	39
Hoboken.....	70,824	27,668	15,562	5,796	.....	.....	92	100	98
Irvington.....	11,877	2,480	1,192	737	.....	.....	58	.....	.....
Jersey City.....	267,779	77,697	37,707	16,556	6,738	2,082	288	305	340
Kearney ²	18,659	6,024	2,888	1,430	.....	.....	17	31	33
Leonia ³	1,486	.....	.....	.....	.....	.....	.....	.....	.....
Edgewater.....	2,655	921	492	138	.....	.....	.....	.....	.....
Fort Lee.....	4,472	1,264	636	325	.....	.....	.....	.....	.....
Long Branch.....	13,298	2,529	1,250	496	324	90	15	20	24
Montclair ⁴	21,550	5,141	2,023	771	.....	.....	4	10	6
West Orange.....	10,980	2,850	1,336	628	.....	.....	.....	.....	.....
Morristown.....	12,507	2,657	1,115	562	453	114	12	11	8
Newark.....	247,469	110,655	49,674	21,427	4,190	1,470	312	273	197
New Brunswick.....	23,388	6,048	2,278	846	2,166	451	32	44	50
Orange.....	29,630	8,069	3,660	1,822	.....	.....	70	39	41
Park Ridge.....	1,401	.....	.....	.....	.....	.....	2	.....	.....
Passaic.....	54,773	28,467	10,920	2,967	.....	.....	40	53	61
Paterson ⁵	125,600	45,398	20,182	9,817	1,477	619	96	157	156
Haledon.....	2,560	1,041	476	288	.....	.....	.....	.....	.....
Hawthorne.....	3,400	953	442	218	.....	.....	.....	.....	.....
Prospect Park.....	2,719	1,214	512	228	.....	.....	.....	.....	.....
Perth Amboy ⁶	32,121	14,288	7,201	2,231	.....	.....	.....	12	8
Plainfield.....	20,550	4,144	1,670	830	.....	.....	9	7	10
Rahway.....	9,337	1,659	840	407	.....	.....	3	2	3
Red Bank ⁷	7,398	993	457	175	.....	.....	11	4	9
Ridgewood.....	5,416	768	316	162	.....	.....	4	3	6
Summit ⁸	7,500	2,024	769	349	.....	.....	15	2	7
Tenafly.....	2,756	803	362	146	.....	.....	.....	.....	.....
Town of Union ⁹	21,023	6,665	3,133	1,723	.....	.....	66	46	55
Trenton.....	96,815	26,310	12,938	5,253	1,605	401	205	204	283
Westfield.....	6,420	1,057	471	232	.....	.....	8	3	2
West Hoboken ¹⁰	35,403	13,713	6,177	2,905	.....	.....	32	49	52
West New York ¹¹	13,560	3,556	1,712	920	.....	.....	12	25	29
Guttenberg.....	5,647	2,187	1,104	452	.....	.....	.....	.....	.....
Woodbine.....	2,399	.....	.....	.....	53	21	1	.....	1
New Mexico.									
Albuquerque ¹²	11,020	1,269	624	430	31	12	5	3	2
Santa Fe.....	5,072	196	108	70	15	3	.....	.....	.....
New York.									
Albany ¹³	100,253	18,165	8,192	4,827	842	249	57	99	61
Albion ¹⁴	5,016	995	454	327	135	45	66	6	3
Amsterdam ¹⁵	31,267	10,624	4,691	1,808	596	86	57	26	51
Auburn ¹⁶	34,668	7,620	3,788	1,743	402	89	28	41	40
Ballston Spa.....	4,138	604	300	152	182	51	.....	2	2
Batavia.....	11,613	2,133	1,026	474	111	25	4	5	6
Binghamton ¹⁷	48,443	7,389	3,310	1,260	627	106	36	43	47
Buffalo ¹⁸	423,715	118,444	56,337	29,409	4,897	1,556	341	309	442
Carthage.....	3,563	483	266	83	.....	.....	6	5	5
Cohoes.....	24,709	7,373	2,990	1,605	.....	.....	15	8	13
Corning.....	13,730	1,795	896	486	220	58	3	18	7
Depew.....	3,921	1,913	1,192	223	.....	.....	6	10	9
Lancaster.....	4,864	727	388	175	.....	.....	.....	.....	.....

¹ Includes activities at Bogota, Maywood, North Hackensack, Oradell, Teaneck, and Woodbridge.² Includes activities at Arlington and North Arlington.³ Includes activities at Palsade Park and Ridgefield.⁴ Includes activities at Caldwell, Cedar Grove, Essex Falls, and Verona.⁵ Includes activities at North Paterson and Totowa.⁶ Includes activities at Fords, Keasbey, Setauren, and Woodbridge.⁷ Includes activities at Eatontown, Fairhaven, Little Silver, and Shrewsbury.⁸ Includes activities at Chatham, Millburn, New Providence, Short Hills, and Springfield.⁹ Includes activities at Weehawken.¹⁰ Includes activities at North Bergen.¹¹ Includes activities at Union Hill.¹² Includes activities at Barajas, Martinez Town, and Old Albuquerque.¹³ Includes activities at West Albany.¹⁴ Includes activities at Fancher and Hulberton.¹⁵ Includes activities at Cranesville, Fort Johnson, and Hagaman.¹⁶ Includes activities at Aurelius, Fleming, Melrose Park, Owasco, Port Byron, Sennett, Skanecateles, and Throop.¹⁷ Includes activities at Endicott, Johnson City, and Union.¹⁸ Includes activities at Cheektowaga and Sloan.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States or cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
New York—Continued.									
Dunkirk.....	17,221	5,146	2,548	1,067			33	11	41
Fredonia.....	5,285	1,187	536	268					
Ellenville ¹	3,114	316	157	112	187	77			
Elmira ²	37,176	5,259	2,494	1,648	188	64	4	22	14
Elmira Heights.....	2,732	325	155	76			3	2	1
Geneva.....	12,446	2,215	1,050	635	138	43	10	7	7
Gloversville.....	20,642	4,008	1,777	829	364	84	34	41	23
Hornell.....	13,617	1,272	627	450					
Hudson ³	11,417	2,209	1,142	336	141	43	3	11	6
Huntington.....	12,004				509	150	5	11	13
Ithaca.....	14,802	1,589	723	374	96	27	4	16	8
Jamestown ⁴	31,297	10,612	5,035	2,741	308	144	31	59	53
Lansingburg.....									
Little Falls.....	12,273	3,915	1,832	581	378	90	25	18	28
Lockport.....	17,970	3,235	1,558	887	762	199	7	12	10
Lyons.....	4,460	808	387	266	172	89	42	6	5
Malone.....	6,467	819	346	205	79	19			
Mamaroneck.....	5,699	1,641	781	344			12	8	10
Mechanicville ⁵	6,634	1,343	699	253			2	3	2
Medina ⁶	5,683	1,058	553	300			3	6	
Mount Vernon ⁷	30,919	8,029	3,612	1,950			23	35	37
Tuckahoe.....	2,722	1,140	543	202					
Newark.....	6,227	759	325	176				14	10
Newburgh.....	27,805	4,823	2,241	1,125	465	209	9	19	21
New Rochelle.....	28,867	8,677	4,000	1,979			27	36	35
New York.....	4,766,883	1,927,703	828,793	318,091	82,009	27,077	2,807	9,162	6,192
Niagara Falls ⁸	30,445	12,064	5,755	2,082			83	130	120
North Tonawanda.....	11,955	3,628	1,887	765			10	5	5
Tonawanda.....	8,290	1,854	948	573					
Olean.....	14,743	2,424	1,184	641	410	78	23	10	17
Oneida.....	8,317	876	422	234	99	22	9	2	2
Oneonta.....	9,491	741	428	200	47	15			
Poughkeepsie.....	27,936	4,534	2,122	994	504	168	28	45	34
Rochester ⁹	218,149	58,993	27,067	13,003	2,937	891	387	384	392
Rockville Center ¹⁰	3,667	420	209	133	1,039	294	1	4	5
Rome.....	20,497	4,114	2,254	869					
Schenectady ¹¹	72,826	18,631	9,562	3,856	850	275	80	88	99
Scotia.....	2,957	374	186	105					
Shaleton.....									
Solvay.....	5,139	1,663	946	342			9	7	8
Syracuse ¹²	137,249	30,781	14,944	7,036	1,395	347	89	87	88
Troy.....	76,813	15,432	6,554	4,388	357	115	29	33	35
Green Island.....	4,737	867	393	202					
Watervliet.....	15,074	2,750	1,226	667					
Utica ¹³	74,419	21,308	9,341	4,326	1,402	274	36	50	54
Watertown ¹⁴	26,730	6,268	2,798	1,050	661	86	33	12	25
Westbury.....									
White Plains ¹⁵	15,949	3,898	1,914	777			28	33	37
Yonkers.....	79,303	26,590	12,295	5,629	3,249	1,131	52	145	118
North Carolina.									
Concord ¹⁶	8,715	21		7		1			

¹ Includes activities at Greenfield and Napanoch.² Includes activities at Horseheads and Wellsburg.³ Includes activities at Stottville.⁴ Includes activities at Celeron, Falconer, Frewsburg, and Lakewood.⁵ Includes activities at Stillwater.⁶ Includes activities at Knowlesville and Middleport.⁷ Includes activities at Bronxville and Pelham.⁸ Includes activities at La Salle.⁹ Includes activities at Aron de quvit, Brighton, Chili, Clarkson, Gates, Greece, Hamlin, Henrietta, Mendon, Ogden, Parma, Penfield, Perinton, Pitts-

ford, Riga, Rush, Sweden, Webster, and Wheatland.

¹⁰ Includes activities at East Rockaway, Lynbrook, Malverne, and Oceanside.¹¹ Includes activities at Alplaus, Glenville, Niskayuna, and South Schenectady.¹² Includes activities at East Sycamore, Eastwood, Liverpool, and Onondaga Valley.¹³ Includes activities at Capron, Deerfield, New Hartford, New York Mills, and Whitesboro.¹⁴ Includes activities at Brownville.¹⁵ Includes activities at Elmsford, Hartsdale, Kensico, Purchase, Scarsdale, and Valhalla.¹⁶ Includes activities at Kannapolis.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1 10.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives.
North Dakota.									
Bismarck.....	5,443	965	514	301	56	15	13	4	3
Devils Lake.....	5,157	1,236	652	255	67	17	8	5	2
Dickinson.....	3,678	1,015	530	239	74	40	.....	9	7
Edgeley ¹	749	.....	.....	.....	53	11	.....	1	1
Fargo.....	14,331	3,200	1,669	1,011	171	57	16	21	11
Harvey.....	1,443	.....	.....	.....	.....	.....	.....	.....	.....
Jamestown.....	4,358	878	426	203	97	25	2	5	4
Kulm.....	645	.....	.....	.....	.....	.....	.....	.....	.....
LaMoure.....	929	.....	.....	.....	.....	.....	.....	.....	.....
Mandan.....	3,873	1,293	739	276	64	37	.....	.....	.....
Medina.....	343	.....	.....	.....	.....	.....	.....	.....	.....
Minot.....	6,188	1,150	587	325	187	22	.....	.....	.....
New Salem.....	621	.....	.....	.....	.....	.....	18	.....	.....
South Heart.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Valley City.....	4,606	1,072	540	317	81	22	3	3	1
Williston.....	3,124	653	364	171	82	49	57	.....	.....
Ohio.									
Akron ²	69,067	13,241	7,051	2,459	1,156	217	1,526	131	48
Barberton.....	9,410	2,829	1,723	222	.....	.....	.....	.....	.....
Cuyahoga Falls.....	4,020	470	246	129	.....	.....	.....	.....	.....
Alliance.....	15,083	2,659	1,606	350	.....	.....	14	10	13
Ashtabula.....	18,266	4,710	2,382	1,108	178	66	12	29	25
Bucyrus.....	8,122	872	489	255	27	6	.....	.....	7
Byesville.....	3,156	332	181	85	111	45	2	6	7
Canton ³	50,217	8,648	5,010	2,005	517	131	34	60	61
Chillicothe.....	14,508	618	290	181	1	1	.....	1	1
Cincinnati.....	363,591	56,792	26,723	17,253	1,766	544	335	257	184
Cleveland ⁴	560,663	195,703	94,431	40,482	15,040	2,922	1,055	1,290	1,267
Cleveland Heights.....	2,955	692	257	132	.....	.....	.....	.....	.....
East Cleveland.....	9,179	1,418	557	397	.....	.....	.....	.....	.....
Lakewood.....	15,181	3,916	1,938	791	.....	.....	.....	.....	.....
Newberg.....	5,813	2,010	911	539	.....	.....	.....	.....	.....
Columbus.....	181,511	16,285	8,487	4,453	393	119	31	38	30
Conneaut ⁵	8,319	1,533	793	326	.....	.....	.....	2	1
Dayton.....	116,577	13,847	7,303	3,451	477	139	44	51	55
East Youngstown ⁶	4,972	3,866	2,814	1,071	1,292	360	154	38	38
Elyria.....	14,825	3,061	1,709	556	1,038	122	13	9	15
Forsythe.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Fremont.....	9,939	1,057	516	385	48	10	7	6	8
Hamilton ⁷	35,279	3,309	1,703	1,042	224	38	3	6	5
Leontia.....	2,665	647	375	103	.....	.....	1	1	1
Lisbon.....	3,084	261	158	61	171	59	2	.....	.....
Loralne.....	28,883	10,929	6,216	1,496	.....	.....	.....	23	20
Martins Ferry.....	9,133	1,540	787	348	445	131	3	5	6
Miamisburg.....	4,271	196	103	85	.....	.....	.....	.....	.....
Niles.....	8,361	2,502	1,437	399	258	55	4	8	5
Painesville.....	5,501	595	294	138	77	24	20	1	1
Piqua ⁸	13,388	752	379	195	33	7	3	1	2
Troy.....	6,122	179	88	59	.....	.....	.....	.....	.....
Robins.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Salem ⁹	8,943	1,239	703	234	.....	.....	48	3	3
Springfield ¹⁰	46,921	3,156	1,962	916	56	10	4	5	3
Steubenville.....	22,391	5,214	3,103	589	431	102	14	12	9
Struthers.....	3,370	1,055	606	109	.....	.....	12	1	7
Tiffin.....	11,894	944	455	313	81	10	8	.....	.....
Toledo.....	168,497	32,037	15,826	8,752	1,897	328	323	186	182
Warren.....	11,081	1,352	667	275	.....	.....	4	2	1
Youngstown.....	79,066	24,860	14,027	4,268	.....	.....	91	47	61

¹ Includes activities at Berlin, Judd, and Medbury.² Includes activities at Kenmore.³ Includes activities at New Berlin, North Industry, and Osnaburg.⁴ Includes activities at Euclid, Royalton, Shaker Heights, and West Park.⁵ Includes activities at Amboy, East Conneaut, and North Conneaut.⁶ Includes activities at Hazletown and Lowellville.⁷ Includes activities at Coke Otto, Fairfield Township, St. Clair Township, and Symmes.⁸ Includes activities at Bradford, Covington, Fletcher, Pleasant Hill, and West Milton.⁹ Includes activities at Beloit, Green, and Washingtonville.¹⁰ Includes activities at Cold Springs.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarations.	Petitioners.	Candidates' wives.
Oklahoma.									
Bartlesville ¹	6,181	199	128	79	20	5	2	2	3
Coalgate.....	3,255	556	305	143	28	7			
Hartshorne.....	2,963	411	225	55	41	11			
Henryetta.....	1,671				16	13			
Hugo.....	4,582	52	35	22	3	4	1	1	1
Lehigh ²	1,880							1	1
Moore.....	225				1	1			
Tulsa.....	18,182	412	245	105			2	1	1
Wilburton.....	2,277				13	11		1	1
Oregon.									
Astoria ³	9,599	4,088	2,562	1,172	130	62	13	41	15
Portland.....	207,214	43,780	25,230	11,251	1,314	710	184	383	284
Pennsylvania.									
Allentown.....	51,913	6,234	2,705	904	611	126	42	24	27
Altoona ⁴	52,127	5,212	2,757	1,083	227	91	28	41	36
Holidaysburg.....	3,734	138	76	35					
Junata.....	5,285	206	117	44					
Barnesboro ⁵	3,535	1,149	612	277			6	3	4
Spangler.....	2,700	647	337	116					
Beaver Falls.....	12,191	2,851	1,657	396	464	88	14	5	8
Berwick.....	5,357	365	218	43	71	16			
West Berwick.....	5,512	2,031	1,258	80					
Bethlehem ⁶	12,837	797	378	233	767	130		2	1
Braddock.....	19,357	7,299	4,103	929			79	43	60
Bradford ⁷	14,544	2,180	1,046	600	72	35	2	6	7
Butler.....	20,728	3,510	2,050	380	381	92	129	2	2
Carriek Sta., Pittsburgh	6,117	924	454	329					
Chambersburg.....	11,800	172	87	60	9	5	1	3	2
Charleroi.....	9,615	3,356	1,679	448	199	22	4	9	9
Chester.....	38,537	6,673	3,476	1,137	659	151	81	35	22
Connellsville ⁸	12,845	1,587	793	343			3	10	9
Corry.....	5,901	569	283	114			1		
Duquesne.....	12,623	2,122	1,128	540	347	142	3	11	9
Duquesne.....	15,727	6,381	3,604	760			26	26	33
East Lebanon.....									
Easton ¹⁰	28,523	3,122	1,452	646			29	23	17
East Pittsburgh.....	5,615							16	14
Eddystone.....	1,167							1	
Ellsworth.....	2,084						70		
Ellwood City ¹¹	3,902	1,067	686	125			7	10	12
Erie ¹²	66,525	14,943	7,562	3,348	546	176	42	54	68
Farrell.....							10	1	
Ford City ¹³	4,850	2,314	1,361	256	286	104	22	23	29
Girardville.....	4,396	988	568	248	754	438	6		
Glenlyon.....									
Greenville.....	5,909	373	203	88			7		1
Harrisburg.....	64,186	4,134	1,979	917			6	4	6
Hazleton ¹⁴	25,452	5,994	2,972	1,457			23	22	32
Indiana.....	5,749	214	113	33	230	56	5	3	1
Jeannette ¹⁵	8,077	1,774	914	312	1,034	416	10	10	10
Jenkins Township ¹⁶	4,196							16	12
Johnstown ¹⁷	55,482	15,316	9,225	1,621	900	344	142	46	44
Kingston.....	6,448	1,884	1,005	369			12	19	22
Kittanning.....	4,311	553	195	77	259	112			
Lancaster.....	47,227	3,203	1,472	1,028		36	14	23	25

¹ Includes activities at Dewey and Smeltertown.² Includes activities at Midway and Phillips.³ Includes activities at Hammond and Warrenton.⁴ Includes activities at Logan Township.⁵ Includes activities at Cymbria Mines, Elmore, Emelgh, Garman, Marsteller, and Saxman.⁶ Includes activities at Freemansburg and North Bethlehem.⁷ Includes activities at Custer City, Dagolla, Derick City, Gilmer, and Lewis Run.⁸ Includes activities at South Connellsville.⁹ Includes activities at Big Run, Falls Creek, and Sandy Township.¹⁰ Includes activities at Glendon, Redington, West Easton, Williams Township.¹¹ Includes activities at Hazel Dell and Wurtemburg.¹² Includes activities at Lawrence Park and Wesleyville.¹³ Includes activities at Cadogen and Manorville.¹⁴ Includes activities at Hazle Township.¹⁵ Includes activities at Grapeville and Penn Manor.¹⁶ Includes activities at Inkerman.¹⁷ Includes activities at Conemaugh, Dale, Farnedale, and Franklin.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives
Pennsylvania—Contd.									
Lansford.....	8,321	3,154	1,833	325	240	92	26	10	23
Larksville.....	9,238	3,099	1,646	645			6	10	14
Lebanon ¹	19,240	1,254	750	205	55	6	10	2	4
Leighton.....	5,316	344	209	67					
McKeesport ²	42,694	12,631	6,551	2,548			48	44	60
Maltby.....									
Midlands.....	1,244							1	1
Monessen ³	11,775	5,475	3,210	462			30	71	62
Monongahela City ⁴	7,598	1,487	795	272			14	8	9
Mount Carmel ⁵	17,532	4,327	2,727	1,286	209	110	18	17	13
Mount Oliver Station.....	4,241	4,672	328	270				3	3
Mount Pleasant ⁶	5,812	1,107	563	219			48	16	19
Bridgeport.....	3,860	853	376	117					
Nantlooke.....	18,877	7,187	3,923	1,935			50	35	54
New Brighton.....	8,329	865	482	148			3	3	4
New Castle.....	36,280	8,620	4,707	1,326	401	64	16	19	21
New Kensington.....	7,707	2,376	1,389	227			18	23	19
Norristown.....	27,875	4,015	1,691	477	447	105	25	19	16
Oakdale.....	1,353						38	5	2
Old Forge.....	11,324	5,168	2,741	897			12	23	24
Parsons.....	4,338	1,216	656	325			1		
Philadelphia ⁷	1,549,008	382,578	167,072	69,415	14,906	4,490	1,664	1,396	1,686
Pittsburgh.....	533,905	140,436	70,148	28,797	12,295	3,626	442	508	461
Aspinwall.....	2,592	225	101	82					
Bellevue.....	6,223	656	261	136					
Crafton.....	4,583	451	184	118					
Homestead.....	18,713	7,068	3,942	835					
Portage.....	2,954	805	396	146			172		
Presston ⁸									
McKees Rocks.....	14,702	6,068	3,617	632					
Ramey.....	1,045								
Reading.....	96,071	8,812	4,528	1,430	385	81	29	36	27
St. Clair.....	6,455	1,827	1,103	243			3		
St. Marys.....	6,346	780	431	208	120	19	31		1
Scranton.....	129,867	35,112	17,461	7,930	1,643	973	117	151	158
Shamokin.....	19,588	2,788	1,517	867			16	17	12
Sharon.....	15,270	3,819	2,249	519			8		3
Sharpsville.....	3,634	892	543	72			8		
South Bethlehem.....	19,973	8,362	4,423	655			10	12	10
Tamaqua.....	9,462	753	392	203				1	
Tarentum ⁹	7,414	1,677	891	337				2	2
Brackenridge									
Borough.....	3,134	455	249	1					
Taylor.....	9,060	3,369	1,796	652					
Throop.....	5,183	2,361	1,213	545					
Titusville.....	8,533	1,554	805	452	77	19	1	4	2
Trafford City.....	1,959						39	4	1
Uniontown.....	13,344	1,447	717	243	1,157	379	28	21	29
Warren.....	11,080	2,035	951	583	77	37	7	4	2
West Hazleton.....	4,715	1,556	802	282			2	3	4
Wheatland.....	955						4		1
Wilkes-Barre.....	67,105	16,078	7,899	3,754	2,449	926	82	57	76
Williamsport ¹⁰	31,860	2,332	1,153	723	53	24	1	4	3
Woodlawn.....	1,396								

¹ Includes activities at Lebanon Independent Borough, North Cornwall Township, South Lebanon, and West Lebanon.² Includes activities at Dravosburg, Elizabeth Township, Port Vue, and Versailles.³ Includes activities at Rostraver Township.⁴ Includes activities at Courtney, Finleyville, Hazel Kirk, Milesville, Manown Mines, and Sunny Side.⁵ Includes activities at Atlas, Diamondtown, Kelsner, and Kulpmont.⁶ Includes activities at Moorwood and Standard.⁷ Includes activities at Germantown.⁸ Includes activities at Pitcock and Stow Township.⁹ Includes activities at Creighton, East Deer Township, Glassmere, and Hite.¹⁰ Includes activities at Newberry.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Declar-ants.	Peti-tioners.	Candi-dates' wives.
Rhode Island.									
Bristol.....	8,565	2,961	1,203	419				1	1
Burrillville ¹	7,878	2,454	1,090	528				1	1
Central Falls.....	22,754	10,664	4,391	1,870			58	69	91
Coventry.....	5,848	1,346	543	217	247	20		2	2
Cranston.....	21,107	5,674	2,646	1,310			2	8	7
Cumberland ²	10,107	3,678	1,569	787				1	
Lincoln.....	9,825	4,181	1,687	790				2	2
Newport ³	27,149	6,256	2,925	1,672	428	111	42	31	27
Portsmouth.....	2,681	770	384	74					
Pascoag.....									
Providence.....	224,326	76,303	32,863	12,988	5,965	1,537	237	293	349
East Providence.....	15,808	3,390	1,595	681					
Johnston.....	5,935	2,313	981	379					
Warren.....	6,586	2,393	1,011	353				2	
Westerly ⁴	8,696	2,347	985	410	186	85	5	7	7
Woonsocket.....	38,125	16,539	6,540	2,300			17	18	24
South Carolina.									
Columbia.....	26,319	446	227	103	12	2		2	1
South Dakota.									
Aberdeen.....	10,753	1,865	897	509	107	22	104	7	4
Huron.....	5,791	822	498	216	41	10	47	2	8
Irene.....	263								
Lead ⁵		2,336	1,447	547	121	106	77	29	33
Sioux Falls.....	14,094	2,215	1,119	658	144	13	14	5	2
Vermilion.....	2,187				23	15			
Yankton.....	3,787	791	355	248	43	15	10	1	2
Tennessee.									
Memphis.....	131,105	6,467	3,403	1,664	186	54	44	31	33
Nashville.....	110,364	2,993	1,436	951	132	35	3	6	3
Texas.									
Dallas.....	92,104	5,219	2,811	1,504	254	91	7	19	10
Galveston.....	36,981	6,164	3,503	1,962	392	123	35	9	12
Houston.....	78,800	6,318	3,466	1,754	435	165	21	37	20
San Antonio.....	96,614	17,407	7,354	3,114	381	206	21	31	27
Victoria.....	3,673	329	156	98	30	10			
Utah.									
Logan.....	7,522	1,518	656	399	41	35		1	
Park City.....	3,439	725	394	307	17	6			
Salt Lake City ⁶	92,777	19,035	8,675	4,335	864	257	44	67	60
Murray.....	4,057	1,303	708	236					
Vermont.									
Bellows Falls.....	4,883	996	503	219	5				
Bennington.....	8,698	1,103	470	365	14				
Bethel.....	1,943				8			1	1
Rutland.....	13,546	1,767	807	498	942	330		2	1
Virginia.									
Harrisonburg.....	4,879	60	39	27	12	2			
Lynchburg.....	29,494	450	250	130	16	16	5	7	3
Norfolk.....	67,452	3,564	1,820	931	714	210	77	20	20
Richmond.....	127,628	4,085	2,040	943	253	121	12	13	11
Roanoke ⁷	34,874	770	414	212	37	14	7	8	6
Salem.....	3,849	19	12	6					
Washington.									
Bellingham.....	24,298	5,152	2,818	1,439	167	60	52	36	41
Black Diamond ⁸	2,051						5	15	13
Blaine.....	2,289						6		3
Burnett.....	396								
Cle Elum.....	2,749	1,145	705	207	163	56	3	3	1
Clipper.....									

¹ Includes activities at Harrisville, Mapleville, and Masonville.² Includes activities at Ashton, Lonsdale, Manville, and Valley Falls.³ Includes activities at Jamestown and Middletown.⁴ Includes activities at Ashaway, Bradford, and Stonington.⁵ Includes activities at Central, Terraville, Terry, and Trojan.⁶ Includes activities at Midvale.⁷ Includes activities at Vinton and Virginia Heights.⁸ Includes activities at Franklin.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declara-tions.	Peti-tions.	Decla-rants.	Peti-tioners.	Candi-dates' wives.
Washington—Contd.									
Everett ¹	24,814	5,472	3,294	1,673	237	113	57	39	31
Lynden ²	1,148							1	1
Olympia.....	6,986	829	467	288	49	15			
Renton ³	2,740	1,053	588	293					
Roslyn ⁴	3,126	1,036	834	301			57	36	26
Seattle.....	237,194	60,835	36,097	16,438	2,543	873	399	406	314
Spokane.....	104,402	21,220	12,389	5,495	1,296	226	120	79	78
Tacoma.....	83,743	21,463	12,191	5,808	707	242	194	117	120
Walla Walla ⁵	19,364	2,361	1,239	682	90	25	18	16	19
Wilkeson.....	899								
West Virginia.									
Charleston.....	22,996	1,014	543	242	80	20	7	1	2
Clarksburg ⁶	9,201	481	256	112	130	52	4	17	12
Fairmont.....	9,711	630	370	127	93	45	1	9	4
Huntington.....	31,161	514	304	175	22	6	17	3	3
Jenkin Jones.....					93	32			
Keyser.....	3,705	130	56	20	18	6			
Logan.....	1,640				35	6	8	5	8
Morgantown ⁷	9,150	1,113	567	196	69	16	7	7	5
Parkersburg ⁸	17,842	560	278	180	30	6	2	3	2
Piedmont ⁹	2,054						5	1	1
Thomas ¹⁰	2,354				29	16	50	9	6
Wellsburg ¹¹	4,189	262	122	55	40	21	5	4	5
Wheeling ¹²	41,641	5,418	2,679	1,413	247	55	11	19	15
Benwood.....	4,976	1,846	1,124	159					
McMechen.....	2,921	213	105	35					
Williamson.....	3,561	227	147	16	16	12	7		1
Wisconsin.									
Appleton ¹³	16,773	3,257	1,573	1,287	114	93	3	3	5
Ashland.....	11,594	3,475	1,864	1,299	173	74		11	5
Barron.....	1,499				61	51	1		1
Beloit ¹⁴	15,125	2,395	1,307	654	210	118	37	8	16
Chippewa Falls ¹⁵	8,893	2,155	1,118	836	78	36	7	2	2
Cold Spring.....									
Cudahy ¹⁶	3,691	1,684	901	203			5	1	4
Eau Claire.....	18,310	4,245	2,173	1,411	109	54	14	13	12
Fond du Lac.....	18,797	3,062	1,585	1,035	204	149	10	8	9
Grand Rapids ¹⁷	6,521	1,152	589	368	67	59	9	11	9
Green Bay ¹⁸	25,236	4,056	2,078	1,524	130	117	12	10	10
De Pere.....	4,477	942	472	263					
Janesville.....	13,894	1,997	979	646			15	4	7
Kenosha ¹⁹	21,371	7,642	4,141	1,401	534	183	100	64	75
La Crosse ²⁰	30,417	6,043	2,965	1,759	120	111	15	23	26
Madison ²¹	25,531	4,174	2,105	1,174	238	180	22	15	12
Manitowoc.....	13,027	2,534	1,258	789	136	56	9	9	10
Marinette.....	14,610	4,027	2,059	1,544	71	68	7	22	15
Menasha.....	6,081	1,420	661	257					
Menomonie.....	5,036	1,258	640	421	51	47	2	5	4
Millford.....									

¹ Includes activities at East Everett, Lowell, and Pinhurst.² Includes activities at Everson, Glendale, and Ten Mile.³ Includes activities at Earlington.⁴ Includes activities at Beekman, Mine 5, and Ronald.⁵ Includes activities at College Place.⁶ Includes activities at Adamston, Glen Falls, Hepzibah, Meadowbrook, North View, Reynoldsville, Tin Plate, and Wilsonburg.⁷ Includes activities at Sabrston and Westover.⁸ Includes activities at Belpre and South Side.⁹ Includes activities at Beryl.¹⁰ Includes activities at Ben Bush, Copeton, and Pearce.¹¹ Includes activities at Beech Bottom and Folanabee.¹² Includes activities at Bridgeport, Elm Grove, and Warwood.¹³ Includes activities at Kaukama, Kimberly, and Little Chute.¹⁴ Includes activities at Rockton, Ill., and South Beloit, Ill.¹⁵ Includes activities at Cornell and Irving.¹⁶ Includes activities at Fernwood, St. Francis, and Stormy Hill.¹⁷ Includes activities at Bison Village, Port Edwards Village, Rudolph, Saratoga, Seneca, and Siegel.¹⁸ Includes activities at Duck Creek.¹⁹ Includes activities at Pleasant Ferry and Somers.²⁰ Includes activities at La Crosse, Minn., Onalaska, and West Salem.²¹ Includes activities at Burke, MacFarland, and Sun Prairie.

TABLE 24.—*Foreign-born white males of voting age, 1910, naturalization papers filed in fiscal year ended June 30, 1917, and names furnished, by States and cities or towns—Continued.*

[Figures not available where blanks occur.]

State and city or town.	Population, 1910.		Foreign-born white males of voting age, 1910.		Naturalization papers filed in county July 1, 1916, to June 30, 1917.		Names furnished.		
	Total.	Foreign-born white.	Total.	Naturalized.	Declarations.	Petitions.	Declarants.	Petitioners.	Candidates' wives.
Wisconsin—Continued.									
Milwaukee ¹	373,857	111,456	56,101	26,155	3,824	1,223	831	540	542
Wauwatosa.....	3,346	681	325	211					
Neenah.....	5,734	1,313	637	438			4	9	11
Oakland.....					8	12			
Oshkosh.....	33,062	7,406	3,598	2,106	212	157	44	28	41
Port Washington.....	3,792	889	534	251	34	27			
Racine ²	38,002	12,509	6,590	2,834	721	229	115	87	89
Rhineland.....	5,637	1,366	753	336	40	19		1	1
Rice Lake ³	3,968	708	381	258			1	1	2
Rome.....									
Sheboygan ⁴	26,398	8,667	4,359	2,061	273	80	26	23	26
Shell Lake.....	902				15	11			
Stevens Point.....	8,692	1,712	856	516	41	41	2	8	10
Superior.....	40,384	13,772	8,201	3,735	384	142	29	66	40
Two Rivers.....	4,850	836	461	117			4		2
Washburn.....	3,830	1,158	631	438	96	55		1	
Watertown.....	8,829	1,949	914	608	135	250			
Wausau ⁵	16,560	3,918	1,920	1,310	157	117	7	2	5
West Allis ⁶	6,645	2,420	1,491	386			12	20	11
Wyoming.									
Crosby.....					32	3			
Hanna ⁷	1,892								
Hudson.....	319				26	21			
Kemmerer ⁸	843				88	31	30	1	1
Laramie.....	8,237	1,153	713	378	21	7	125	1	1
New Castle.....	975				23	8			
Rawlins.....	4,256	794	547	256	19	12			
Sheridan.....	8,408	809	540	272	123	29			
Sunrise.....					13	8	23		
Superior ⁹					139	57	6		
Total.....	32,984,575	8,528,196	4,013,125	1,774,947	395,682	112,163	44,433	35,200	34,457

RECAPITULATION.

United States proper.....	91,972,266	13,345,545	6,646,817	3,034,117	437,368	131,982			
Cities listed.....	32,984,575	8,528,196	4,013,125	1,774,947	395,682	112,163	44,433	35,200	34,457
Balance.....	58,987,691	4,817,349	2,633,692	1,269,190	41,686	19,819			

¹ Includes activities at East Milwaukee, town of Greenfield, and town of Lake.² Includes activities at Lake Side.³ Includes activities at Cameron, Canton, and Haugen.⁴ Includes activities at Howards Grove, Kohler, and Mosel.⁵ Includes activities at Rothschild and Schofield.⁶ Includes activities at West Milwaukee.⁷ Includes activities at Elmo and Evansville.⁸ Includes activities at Conroy, Diamondville, Elkol, Frontier, Glencoe, Oakley, Quealey, and Sublet.⁹ Includes activities at South Superior.

NOTE.—The total population, 32,984,575, includes population of places shown in footnotes wherever such figures are available.

The accessions to the ranks of cities and towns cooperating through their school organizations show most interestingly the growth of this work during the year. While there were 1,754 cities, towns, and communities working with the bureau in this great national undertaking, there were 1,828 from whom favorable responses were received and in which steps leading to the organization of citizenship classes were initiated. From 74 of these places, however, the bureau received later advices showing that the original desires of the school authorities

could not be realized. These places have not been included in the list, and no reference will be made in this report to these communities, from whom next year unquestionably there will be a more substantial response. The bureau therefore is looking forward conservatively to the further expansion of its influence into these and other communities which as yet have not been reached. It firmly believes that the fiscal year ending June 30, 1918, will witness the organization, and in stronger ties, of over 2,000 cities and communities for cooperation with the bureau in perfecting the citizenship-class organizations and their interrelation more completely with the vocational education work which is now in process of greater expansion under the recent act of Congress creating the Federal Board for Vocational Education.

In addition to sending the names of the candidates for citizenship to the public schools and personally addressed letters to over 114,000 of the candidates for naturalization, the bureau also furnished to all of these communities thousands of copies of the Outline Course in Citizenship, the naturalization forms, and the Syllabus of the Naturalization Law. Repeated requests have been received by the bureau for additional copies of these official forms and the official publications. Thousands of copies of the Proceedings of the First Citizenship Convention also have been distributed to the public schools. There has been an unusually heavy demand also for the bulletin of the bureau entitled "The Work of the Public Schools with the Bureau of Naturalization." Thousands of copies of the proceedings of the reception to newly naturalized citizens held at Philadelphia on May 10, 1915, have been called for by reason of the address contained therein of the President of the United States. This has been used as a basis for English teaching by the public-school authorities.

In many communities it has not been possible to effect at once a reorganization of the public schools to provide citizenship classes. Many local conditions have operated to prevent the appropriation of funds, but notwithstanding this and in order to cooperate with the bureau and afford citizenship instruction to the candidates for naturalization, 900 communities out of the 1,754 have made arrangements with the schools in adjacent communities for their candidates for naturalization to attend the citizenship classes until such time as funds could be provided locally. Assurances have been received from many of these of their determination to secure an independent organization the coming year.

The number coming into cooperation with the bureau each month during the past year is shown in the subjoined table.

TABLE 25.—*Statement showing net increases, by months, in the number of cities, towns, and rural communities cooperating, directly or indirectly, with the bureau in its educational work.*

Date.	Places cooperating.			Net increase.
	Directly.	Indirectly.	Total.	
July 31, 1916.....	547	66	613	-----
Aug. 31, 1916.....	547	66	613	-----
Sept. 30, 1916.....	587	67	654	41
Oct. 31, 1916.....	631	73	704	50
Nov. 30, 1916.....	697	94	791	87
Dec. 31, 1916.....	747	107	854	63
Jan. 31, 1917.....	785	109	894	45
Feb. 28, 1917.....	816	614	1,430	531
Mar. 31, 1917.....	844	790	1,634	204
Apr. 30, 1917.....	836	873	1,709	75
May 31, 1917.....	836	873	1,709	-----
June 30, 1917.....	854	900	1,754	45
Total increase.....				1,141

Concurrently with this responsive support throughout the United States there has been a corresponding response received from the judiciary sitting in naturalization cases. A striking evidence of this has been found in the number of petitions for naturalization that have been continued by the courts during the past year instead of being denied on the ground of ignorance of our institutions of government, illiteracy, and other causes; while there are no exact figures available from preceding years to show the causes of continuances, the number during this year is known to be greater than heretofore. The increase in the number of petitions continued commenced in the year preceding, and because of the growth in this phase of naturalization work the records were prepared to make a report during the course of the year. The report shows that a total of 31,210 petitions were continued during the course of the year; 9,151 of these continuances were due to ignorance on the part of the applicants for naturalization of the responsibilities that attach to American citizenship or to ignorance of our institutions of government. Among these were many thousands who are included in the general grouping of illiterates whose petitions were not denied on the sole ground of illiteracy. There were refusals to admit 559 on this latter ground.

In the preceding year 11,925 petitions were dismissed, while during the year under review 9,544 were similarly acted upon, being a reduction of 2,383, or 20 per cent. The number of petitions dismissed on account of ignorance of our institutions of government, including illiteracy, was less during the past year than in the year 1916, which undoubtedly was caused by the large number of petitions continued for further preparation in the public school by the applicants for the responsibilities of citizenship.

In other respects there has been extensive cooperation offered by the commercial organizations throughout the country. They have initiated and supported local movements of various kinds to stimulate the interest of the foreigners in the citizenship classes and have supported movements initiated by the school authorities having for their purpose the inclusion in the budgets of provision for the inauguration of night classes where there was no provision made or for enlarging the funds where the work already had been established.

In 117 cities and towns mass meetings were held, some at the instance of the Bureau of Naturalization and others because of the reaction resulting from the awakening of the sense of civic responsibility in the minds of the leading members of the communities. From these meetings many invaluable methods of closer cooperation resulted. New ideas were injected into the local activities. Plans of far-reaching and practical effect were evolved. Proposals were received by the bureau urging greater activities in the coal-mining districts; financial aid from Federal or State Governments to provide payment for the teachers engaged in the night class work; the need for some defined textbook on citizenship instruction, and appeals for such a textbook to be furnished by the Bureau of Naturalization; means to educate the foreign women, especially those who are held in their homes by reason of domestic duties and on account of their children.

Meetings were held of representatives of all nationalities, typical among which and of the method pursued is that in the city of Syracuse, N. Y. The chamber of commerce of that city held a meeting comprising delegates from foreign societies representing 56 different and distinct organizations and nationalities in that city, and attended also by the Representative in Congress and the mayor of the city. Circulars were printed and members of the chamber of commerce formed themselves into committees to arouse the American citizens as well as the foreign-born residents to the importance of the activity, and as a result a large increase in the attendance upon the citizenship classes directly followed.

Mass meetings were held in the following cities and towns:

Alabama:	Indiana—Continued.	Minnesota—Continued.	Oklahoma:
Birmingham.	South Bend.	St. Paul.	Coalgate.
California:	Vincennes.	Virginia.	Muskogee.
Los Angeles.	Whiting.	West Duluth.	Wilburton.
Oakland.	Iowa:	Missouri:	Oregon:
Pasadena.	Albia.	Kansas City.	Astoria.
San Diego.	Cedar Falls.	St. Joseph.	Portland.
San Jose.	Fella.	Nebraska:	
Illinois:	Rock Rapids.	David City.	Pennsylvania:
Aurora.	Sioux City.	Elyria.	Braddock.
Belleville.	Kentucky:	Lincoln.	Erie.
Benton.	Louisville.	Norfolk.	McKees Rocks.
Buckner.	Louisiana:	Omaha.	Pittsburgh.
Chicago.	Amite.	Wahoo.	Preston.
Chicago Heights.	Hammond.	Wilber.	Scranton.
Christopher.	Independence.	Wymore.	Vandergrift.
Geneva.	Massachusetts:	New Jersey:	Williamsport.
Johnston City.	Cambridge.	Newark.	Wilmerding.
Joliet.	Fitchburg.	New York:	
La Salle.	Westfield.	Albany.	South Dakota:
Marion.	Michigan:	Auburn.	Aberdeen.
Moline.	Ann Arbor.	Carthage.	
Pana.	Bay City.	Cohoes.	Utah:
Peru.	Benton Harbor.	Ithaca.	Park City.
Rock Island.	Detroit.	Jamestown.	Salt Lake City.
Spring Valley.	Flint.	Mount Vernon.	
Streator.	Grand Rapids.	Rochester.	Washington:
Taylorville.	Kalamazoo.	Schenectady.	Seattle.
Waukegan.	Lansing.	Troy.	Wisconsin:
West Frankfort.	Muskegon.	Yonkers.	Aubrey.
Indiana:	Saginaw.	North Dakota:	Kenosha.
East Chicago.	Stambaugh.	Washburn.	La Crosse.
Gary.	Minnesota:	Ohio:	Madison.
Hammond.	Duluth.	Ashtabula.	Milwaukee.
Indianapolis.	Minneapolis.	Massillon.	Oshkosh.
Mishawaka.	New Duluth.	Steubenville.	Racine.
			Sheboygan.

These mass meetings have aroused a greater interest in naturalization proceedings than ever before. The hearings have become more formal. The proceedings of the renunciation of allegiance and

the investing of the new allegiance have become surrounded by an atmosphere of dignity and solemnity which is a radical departure from the hurly-burly, lack of dignity, and complete informality surrounding naturalization activities in the courts prior to Federal supervision.

In all these places practical results are uniformly reported. Almost invariably citizenship classes were organized as a direct result of these mass meetings. Enrollments were made ranging in numbers from 10 or 15, or even less, up to as many hundred. Increases invariably resulted of large percentages over the preceding attendance, and a great awakening of the civic conscience throughout the entire country in all matters relating to the naturalization of aliens was effected. Aliens were inspired to apply for citizenship by making their declarations of intention or taking final action looking to their admission. In many instances reports show that while the attendance was increased immediately following the mass meetings, it continued to grow, and the influence of the meeting was felt in this way for many weeks.

At different times during the early portion of the year letters were written to the governors of the States of North Dakota, Minnesota, Iowa, and New Mexico calling their attention to the citizenship work of the bureau with the public schools throughout the country and to the fact that the laws of their States prohibited the use of public-school funds for the education of adults. It recommended that legislation be enacted in those States to supersede those laws. As a concrete evidence of the support which these State executives felt this national citizenship work should be given, they urged such legislation upon the lawmaking bodies of their respective States.

In North Dakota the State legislature passed an act authorizing the establishment of night schools for adult foreigners and provided a specific appropriation of \$7,000 to meet the expenses. This was approved by the governor on March 10, 1917.

On April 17, 1917, the legislature of Minnesota passed an act, signed on the following day by the governor, for the same purpose and authorizing an expenditure of \$25,000 therefor.

On March 24, 1917, the legislature of the State of Iowa enacted a law to provide for the compulsory installation of a course of instruction in the night schools upon the petition of 10 or more adults.

In New Mexico, on March 13, 1917, a substantially similar provision was made.

The bureau feels that these States are to be congratulated upon having such action taken by their legislatures; and it looks upon these acts as a great forward step toward a uniform movement throughout the United States upon the part of the public schools to provide the means whereby the candidates for American citizenship may secure that aid in their progress toward their goal which the public schools should offer.

Throughout the United States there is a greater demand in evidence for the inauguration of this work than can be met with the funds available. In nearly every community with which the bureau has communicated there has been the uniform response of immediate cooperation. Volunteer workers are solicited by the school authorities from among the ranks of the school-teachers and from among the patriotic citizens. In some places classes have been organized

where only one candidate has presented himself. Such commencements have steadfastly persisted, and such interest has followed that the membership of the classes has increased steadily.

The school authorities urge a more active interest on the part of the employers of labor. They have appealed to them to urge their employees of foreign birth, and of native origin as well, to appreciate the advantages that will follow the attendance upon the courses of instruction which have been organized. The members of the field personnel of the bureau also, in carrying on the work of examining candidates for citizenship, largely between trains and in evening hours and at other times as well, have interviewed the school authorities, commercial bodies, chambers of commerce, boards of trade, and others and have aroused interest in the communities. By this activity they have brought about the organization of citizenship classes for the candidate for naturalization in hundreds of communities. In all of these places where the organization of citizenship classes has been proposed the very fact that an association between the Federal Government and the local city, town, or village school will be effected has stimulated a new interest and led to the organization of the public schools into Americanizing centers.

From all over the United States requests continue to come to the bureau in its correspondence and through its field force for it to lend its aid in every possible manner. In some instances these requests have been to furnish funds to make it possible to equip the local school organizations. This, of course, has not been contemplated by the bureau in its activities and is only referred to here as showing the extent to which Government support is desired. Insistent and repeated calls have come to the bureau for furnishing the textbook which has been in the course of preparation from the material furnished the bureau by the public schools. This book has been authorized for publication as an appendix to the Proceedings of the First Citizenship Convention, on which occasion the subject matter then prepared was fully discussed. Through such a book the public-school attendance undoubtedly will be increased both in numbers and in regularity. The candidates for citizenship in larger numbers will be brought to these citizenship classes and their attendance and interest retained until acquisition of the knowledge which the course contemplates.

Through the efforts of the citizens of these various communities the aid of patriotic, social, and religious bodies has been enlisted and their active interest and participation secured in this institution of Americanization now almost completely established.

Closer relationship is being built up between the Bureau of Naturalization and the various State librarians and librarians in the public libraries of many municipalities throughout the United States.

Especially from among the mining districts have come the strongest appeals to the bureau for the organization of these citizenship classes. One of the greatest difficulties in these localities has been the lack of funds for carrying on the work.

As evidence of the cordial and hearty support industrial leaders are giving the citizenship classes, many of them are allotting certain hours on specified days when their workmen will be privileged to attend the classrooms. Others are paying for the time spent by the workmen in the classrooms, these payments being made upon the reports of the teachers.

In the last annual report reference was made to the fact that knowledge of different languages is wholly unnecessary in teaching the foreigners our institutions of government. The baneful influences of the introduction of foreign languages has only too clearly been demonstrated by the dominant forces of foreign influence, particularly the Prussian, which have been disclosed by the events of the great war into which this Nation has been plunged. No foreign student desires to have the foreign influence in the American citizenship classes. Some of them undoubtedly have been deterred from entering these classes through diffidence, timidity, and backwardness caused by the lack on their part of the knowledge of English. This has led to expressions of desire for one of their nationality as a teacher. As these classes have grown in their practical value the illiterate body has progressed beyond that primitive stage. At the present time the most that is desired is an introduction or presentation to the classes. This still causes a leaning toward one of their own people. The classes now being recruited from the ranks of all nationalities are having accessions through the influence of the student body. No longer do the aliens care for their own people as instructors. They have gone to the other position of preferring American teachers only.

It is impossible to avoid mixed nationalities in classes as a general condition. It is the exception, though in some classes but one nationality is found. Where the classes are mixed, as in most of the instances, the national prejudices at once express the desire for an American teacher. So strongly has this been felt that classes have diminished in attendance under the tutelage of foreign instructors, only to expand and increase in attendance upon supplying native teachers. The common bond of a common tongue, and that our tongue, is the tie that strongest binds.

Many most encouraging reports have been received from various parts of the country of the enthusiasm of the cities and communities, and of the eagerness of the alien adults and the efforts to satisfy the desire that is latent in all aliens for American citizenship.

School authorities of the leading cities of the United States have stated to members of the bureau that after years of experience, study, and effort they have been unable to develop a system or plan which will serve as a real interest to the alien. To all of these the bureau unhesitatingly offers the solution. Every alien coming to the United States is lured here by the thought of the American freedom and liberty. This thought may or may not be the uppermost one in his mind. He may be drawn to these shores by inducements, real or false, but back of it all is the hope that at some time he may become, or his children may become, a part of the citizenry of this country. The task for the schools, therefore, is to develop that latent desire; give it the means for growing and maturing. American citizenship, presented through the medium of the American public-school teacher, will hold the attendance of all aliens enrolling and will induce others to enroll.

Of necessity with the development of this American spirit must go hand in hand the means for his material development. The better job than the one he has is the goal primarily of each alien. It is the object that is most insistently holding itself before him. No illiterate can be trained or developed to the stature of eligibility

to American citizenship without the concurrent development of his capacity to acquire the better job.

Citizenship instruction must be accompanied by vocational instruction. While the States are availing themselves of the funds provided by the Federal Government for vocational education, their efforts will not be properly complete without building up the strongest alliance between citizenship preparation and vocational preparation. With the millions that have been made available by Congress for the several States in the development of the vocational preparation, the student body presenting itself for vocational instruction should have included in the curriculum the citizenship instruction which is being developed by the national cooperative unity of the State public schools and the Federal Government through this bureau.

In the last annual report the Executive recognition which this work had previously received by the attendance of the President at the reception to newly naturalized citizens held in Philadelphia at the instance of the bureau on May 10, 1915, was referred to. Again this recognition by the President was given by his attendance at the first citizenship convention, held by the bureau in the city of Washington in July, 1916. This convention held sessions from the 10th to the 15th of July, inclusive. On Thursday, the 13th, the President of the United States delivered a memorable address to those in attendance at the convention. In the course of his remarks the President said:

I have come here for the very simple purpose of expressing my very deep interest in what these conferences are intended to attain. It is not fair to the great multitudes of hopeful men and women who press into this country from other countries that we should leave them without that friendly and intimate instruction which will enable them very soon after they come to find out what America is like at heart and what America is intended for among the nations of the world. * * *

So my interest in this movement is as much an interest in ourselves as in those whom we are trying to Americanize, because if we are genuine Americans they can not avoid the infection. * * *

A few reports are here given, selected at random from among the hundreds received in the bureau, to show the spirit and accomplishment of those cooperating in this great Americanization:

In Lexington, Mass., with the opening of the school year a class of 18 illiterate adult foreigners was organized. These aliens were taught to read and write and at the same time were started on the road to citizenship through the elements of civil government.

At Pella, Iowa, the superintendent of schools reported that 30 adults responded to the opportunity for a class, and upon securing the services of a teacher the organization was effected.

In the small town of Roslyn, Wash., the night schools for aliens secured an enrollment of 170.

The night schools for foreigners in St. Louis were inaugurated upon the entire-year-around basis.

The Italian Civic League of Tangipahoa Parish, La., urges the formation of citizenship classes and states that there are more than a thousand industrious Italians in that parish and that it is an injustice to them and to the United States not to give them the opportunity and facilities for becoming American citizens.

In Salt Lake City the Daughters of the American Revolution have organized a systematic visiting of the homes of the candidates for citizenship and urge those who are in need of instruction to attend the public night schools for adult foreigners.

From Albany, N. Y., comes the report by the superintendent of schools showing that rallies have become an established institution in the schools of that city. The most recent ones were one for Jewish girls, one for Italian men and women, and a general mass meeting. The superintendent reports: "They are so thoroughly a part of our school system that they are hardly worthy of comment."

From Caney, Kans., the superintendent of schools reports an enrollment of 86 members and the continuance of the schools through the summer for 12 weeks, both day and night, with an enrollment of 103.

The chamber of commerce of Hammond, Ind., advises the bureau that more than 1,000, the largest portion of whom were adults and a large percentage of them of foreign birth, were attending the night schools and studying English and the history of our country; that the schools are doing a great work along the lines suggested by the Bureau of Naturalization; and that the work is of the character very much needed in the community.

The principal of the Illinois Avenue School, of Atlantic City, N. J., reports nearly 200 foreigners in attendance at the night schools, with hundreds of others throughout the city whom they are constantly trying to reach and induce to attend. He states: "Those whose names are furnished to us by your department are easy to get in touch with, but many others who have never applied for first papers are the bigger problem."

From Telluride, Colo., the report shows the organization of a citizenship class with 65 enrolled and prospects of increased attendance as the sessions continue.

In Erie, Pa., the schools for foreign-born women were started with an attendance of approximately 75, confined wholly to Italians. This is an unusual development of this work, as the Italians are loath to have their wives and sisters attend night classes. Nurseries in which the mothers leave their children while they attend the classes are provided by the board of education of Erie, with the women's clubs cooperating. Volunteers from among the Italian girls have come forward to care for the little children placed in the nurseries. Members of the women's clubs supervise the nurseries, and the superintendent of schools reports this arrangement to be successfully in operation. This departure is new and plans are in store for including foreign-born women of other nationalities in this educational system.

A report from the Civic Education Association of Erie County, N. Y., shows a campaign of publicity commencing on December 11, 1916, and continuing until Christmas Day. This campaign consisted in printing large column advertisements, with sample lessons, in the daily newspapers in Buffalo city and the appointment of a committee of 50 leading citizens by the mayor to formulate an Americanization policy.

The director of evening schools in Cambridge, Mass., states: "We have received the cards sent from your office, which give the helpful information about the Cambridge residents who have taken out their first papers. Each one of these people receives a personal note, advising them in regard to the educational opportunities offered and encouraging them to attend a certain evening school which is most convenient to their homes. We appreciate the splendid help received from your Bureau of Naturalization."

From Waterloo, Iowa, the report shows the teachers are enthusiastic over this Americanization work and they say: "It is pathetic to see the eagerness with which the students apply themselves."

The report from the superintendent of schools at St. Marys, Pa., says: "I beg to advise you that we opened our night schools on November 17, and the success with which we have met is absolutely astonishing. I never undertook any work in my life that has produced such satisfactory and gratifying results. Personally it is especially gratifying to me for the reason that the members of our board were somewhat in doubt regarding the advisability of the plan on the start. Being quite active in the management of the school myself, I have explained to the boys that on attaining a certain degree of proficiency I shall permit them to apply for their first papers. They look upon this as a diploma or certificate of progress, and the way they dig in to earn it is astonishing."

This report is most remarkable in the spirit manifested by the superintendent of these schools. He has a full grasp of and insight into the work before him. To place the declaration of intention before the aliens in the public schools as a prize—as a badge of honor and distinction and reward for proficiency—is a new thought. If this same idea has been adopted by other public-school superintendents, it has not come to the attention of the bureau. It is not intended to indicate that other superintendents or teachers have not had this high conception of opportunity, but this report is the first to be received. The report was written after the night schools had been in operation for more than a month.

The mayor of Montclair, N. J., reports that the night schools of that city are reaching a large number of adult foreigners and accomplishing splendid results in their behalf.

In the common pleas court of Cambria County, Pa., at one hearing the court continued 100 petitioners out of 250 applicants for naturalization until they could become better acquainted with the "American language." This action followed the organization of citizenship classes in Johnstown, at which place most of these candidates for naturalization live. This is but one of the many evidences of the coordinate action that is extending throughout the country in the judicial support of this Americanization work.

From Council Bluffs, Iowa, the superintendent of schools reported the organization of a class with 40 students and expressed every assurance that there would be a larger attendance due to the activities of prominent ladies of Council Bluffs who were making a house-to-house canvass of the alien residents of that city. This work was undertaken without funds being provided in advance, and he reported this as the only problem, with no danger of this Americanization work being discontinued.

From Galveston, Tex., the report comes not from the superintendent of schools or those in the school work, but from an alien. His report, bearing date of November 29, 1916, is as follows:

As a foreigner, arriving in the United States of America from Barcelona, Spain, barely five months ago, with practically no knowledge of the English language, I take this means of expressing my boundless gratitude and admiration for the Ball High School night course of English for adult foreigners.

Beginning my serious study at the time these classes were inaugurated, in the early part of this month, I have found myself making wonderful progress in English. Our teacher, Miss Alice Block, certainly takes great interest in instructing her pupils, not

alone in the great American language but also in the laws, the Constitution, and the history of America, manifesting clearly her great aptitude as an instructor skillful in the art of making her lesson interesting to her pupils—so different from the apathy displayed by professors in certain other countries who are content to impart a mere smattering.

I will be glad and thankful if you will publish these few lines, publicly testifying to the efficiency of these courses for foreigners and to my homage and thankfulness toward the good people who instituted them, for they are indeed a boon to the earnest foreigner who desires to become Americanized.

The report from South Bend, Ind., shows the organization of a class of 75 as a result of a mass meeting at which about 250 were present.

The evidence of the hearty support given to this Americanization work by the individual American citizen is shown by the report from the chief examiner in whose district is located Atchison, Kans. The superintendent of night schools at that place is reported by the chief examiner to have organized an evening school in citizenship and enrolled approximately 20 aliens. One evening in the heat of last summer, when the thermometer stood at 100°, the superintendent of schools walked about 3 miles along the railroad track to the round-house for the sole purpose of bringing to an Italian section hand the benefits to be derived by attendance upon the citizenship class.

The superintendent of the Milwaukee public schools reported as follows in January:

Permit me at this time to express to you my appreciation of the cooperation which has been extended by your bureau to the extension department of the Milwaukee public schools in making the evening schools of Milwaukee a success.

To me the evening schools have always been the weakest link in our educational systems. Persons who wished to attend were welcomed, but no concerted effort had ever been made to invite or attract them to the schools.

Your bureau through its cards and circular letters has opened up a new field for us in Milwaukee, which we have been able to work with marked success.

We are putting forth special effort to make our citizenship classes a success. I have been pleased at the willingness of your staff to assist us by giving valuable suggestions as well as material assistance.

These new activities of your bureau have done much to promote the evening schools of our city.

The superintendent of public instruction of Wyoming reports that:

Although Wyoming is far removed from the Atlantic seaboard, where the great mass of foreigners first come to the United States, there are a surprisingly large number of aliens in some of the coal mining and other districts in the State. This fact brings to us the problem of preparing for effective and intelligent citizenship the foreigner who applies for naturalization.

The State department of education has, during the past two years, in several needed localities, encouraged the establishment of classes for these new Americans. Courses have been organized at Rock Springs, Kemmerer, Superior, Cheyenne, and Sunrise, chiefly through the efforts of the public-school officers in cooperation with the United States Bureau of Naturalization. Much help has been given by the chief of the Denver district, Mr. Paul Lee Ellerbee, and his assistants. But the undertaking so far has been less far-reaching than it should be. If we are to continue to admit the foreigner to citizenship we should provide for his instruction. Much of this can be done by the use of the public-school plant, and this use should be encouraged wherever it is needed.

The director of vocational education at Vincennes, Ind., reported gratification at the cooperation which this bureau offered to him along educational lines; that he has organized a class for foreigners with an attendance of 14.

The superintendent of public schools at Richmond, Va., states: "I have examined your Outline Course in Citizenship and believe that

you are approaching in exactly the right way the work that we should give to foreigners applying for citizenship."

In February the report from Lincoln, Nebr., showed 600 students in the evening classes, of whom 400 had made sufficient progress to be placed in the citizenship classes.

At Greeley, Colo., the sessions of the night citizenship class are frequently attended by the district judges who sit in naturalization cases. The citizenship class work, because of its interesting character and the practical results attained, has aroused enthusiastic interest and support throughout the county in which Greeley is located.

The school board of the independent school district of Cedar Falls, in Black Hawk County, Iowa, passed the following resolution:

1. That the night school conducted by the night school department of the Cedar Falls Woman's Club and which has been in operation throughout the winter months for three years is a subsisting and permanent success, having taught great numbers of naturalized foreigners in our midst in all the common branches, also bookkeeping, typewriting, and shorthand.

2. That a continuance of said night school will operate to raise the standard of living of the foreigners in our city, will make them better citizens and of greater use in the community.

Wherefore, we heartily indorse this movement on the part of the night school department of the Cedar Falls Woman's Club and recommend that the Bureau of Naturalization cooperate with them and extend to them any assistance within its power.

One superintendent of schools strongly presents the situation in the following language in a communication received from him:

I think that in order to get the best results in naturalization the whole subject will have to be taken out of the hands of local courts and that your bureau or some similar organization will have to have the final word. There are ignorant though clever foreigners in this community who are exploiting their fellow foreigners by promising to fit them for naturalization. They have the candidate learn by rote a catechism of questions. If rumor be true, they claim to have a pull with the naturalization authorities, and there is no doubt that they are charging well for this assumed service. As it is, naturalization is entirely at the beck and whim of the local judges. In a good many cases there is no doubt that it is used as a vote-getting proposition.

I do not know that our night school efforts are of much value in the direction of preparing citizens, because intelligence is not now the prime requisite in securing naturalization papers. I doubt if it ever has been. Taking the county as a whole, it is my opinion that little of substance is required; that almost anybody can be naturalized if he gets the proper people interested in his case.

This is a situation against which the bureau has been contending with increasing success—but in some localities with relatively slow progress—ever since Federal supervision was authorized. It is steadily making inroads against this class of grafters in plying their nefarious trade and has had the satisfaction of driving many of them out of their chosen vocation during the past year. They are plying an insidious calling, however, and their methods are covertly carried on, but they can not continue to exist much longer. The cause of the Bureau of Naturalization is a righteous one and theirs is not. They must give way to the enlightenment of intelligence and the higher ideals.

State superintendent of North Dakota: "I wish to assure you that the State department will cooperate with you in every particular in all things you undertake for the betterment of citizenship among the people of this State. I most heartily approve of the movement and shall give it my unqualified support."

The Rainier Chapter of the Daughters of the American Revolution, in Seattle, adopted the following resolution:

Now therefore be it resolved, That Rainier Chapter, Daughters of the American Revolution, of the city of Seattle, hereby commend the public-school authorities of the city of Seattle and the Bureau of Naturalization for the work already accomplished, and approve the plan of the Bureau of Naturalization herein set forth, and urge upon the members of this chapter that they assist in every way possible this great educational work and lend their individual and collective influence in causing attendance upon these night schools on the part of these aliens seeking the high privilege of American citizenship.

The message of the governor of the State of Minnesota forwarded to the State legislature in 1917 contained the following:

We have within our borders a people who desire education. We fully realize that without our schools the loyalty of to-day to our State and to American institutions would be impossible. There are those who may believe it desirable to change the amounts of money appropriated to particular departments or branches of our educational system, giving more to some and less to others. There are citizens who, on account of the situation in some portions of the State, wisely advocate the establishment of more night schools for the purpose of giving adults, especially those of foreign descent, an opportunity to acquire at least an elementary education, to learn more of American institutions, and thus become more familiar with the purposes and ideals of American citizenship.

The director of foreign work and principal of the Central Night School in Birmingham, Ala., expresses the belief that "through the cooperation of the Bureau of Naturalization and its representatives we hope to do more effective work with the foreign people of the Birmingham district."

The superintendent of schools at Altoona, Pa., reports:

About 75 members of our classes in American citizenship were enrolled last term. The remainder, 125, are new enrollments this term. We enroll new students in these classes almost every evening. We have one of our strongest elementary teachers employed to give special individual instruction to the beginners. Just last week we enrolled two who were unable to read or write a word of English. By giving them special individual help they are rapidly acquiring an English vocabulary and will soon be able to go along with the rest of the class. Recently the Pennsylvania Railroad Co. brought a number of Mexicans to Altoona to assist in railroad work. We are enrolling many of these Mexicans and have inaugurated a plan by which we expect to secure the attendance of all of them at our night school. We believe a good solution of the Mexican problem is to give large numbers of these Mexican laborers employment in our American cities and then secure their attendance at our evening schools and teach them the things they need to know to become good citizens. We find these Mexicans who are attending our night school here in Altoona a splendid set of fellows. Many of them are anxious to learn the English language and apply themselves diligently. If we can keep them here for several years and thoroughly Americanize them and then send them back to Mexico the Mexican problem will be solved.

The superintendent of schools at Superior, Wyo., reports that the evening school for adult aliens has proved to be very interesting and a very useful field of work; that much good could be done by having classes for the adult citizens, and that the pupils have made excellent progress in their classes and show a better attitude toward the Government the better they understand it.

The superintendent of schools at Paterson, N. J., has reported 19 classes of aliens in the schools under his supervision, with an average nightly attendance of 425, and that as satisfactory results are being obtained as could be expected.

The first term of the school year, commencing October, 1916, showed an enrollment of 423 aliens in the adult night classes at Ithaca, N. Y., with an enrollment later reported as approximating

500 for the second term, in January. Most interesting and elaborate exercises characterized the closing of each term, together with the presentation of a certificate of efficiency. By these and other interesting activities on the part of the school authorities many of the aliens have been held to the classes and completed the full course while some have completed their preparations to enter college.

The teacher of the class of 35 in citizenship in the Fourteenth Street School of Los Angeles, Cal., after requesting the continuance of the cards of the resident candidates for citizenship, urged the furnishing of the textbook and all of the naturalization forms, including the Outline Course in Citizenship, stating that the Outline Course gives information regarding citizenship that has been of invaluable assistance and urging that further help be furnished by the bureau.

The superintendent of schools of Lincoln, Nebr., reported through the naturalization field officers an attendance of 600 foreign-born persons in his evening classes, with 84 in the citizenship class; that the number in the latter class is increasing constantly; and that his classes are conducted in conformity with the plan suggested in the Outline Course in Citizenship.

United States District Judge Jacob Trieber has volunteered his services as an instructor in the night schools at Little Rock, Ark., in connection with any citizenship classes that might be established there by the public schools.

This patriotic announcement by a United States district judge, and one who has taken such an active interest in naturalization in the past, is one of the many signs of hope for the full Americanization of all of the candidates for naturalization and inspires a greater love and closer sense of oneness in the minds of the aliens who live in our midst and of our American citizens as well.

The principal of schools at Mount Pleasant, Pa., made the following report:

You may be interested to know that eight men of our night schools went before the examiner this week, and all passed and were complimented for the thoroughness of their preparation. The men were so very much pleased that they went direct to the bank where Mr. Hays, their teacher, is employed during the day, and held a genuine Italian-Austrian jollification party. I believe their success will be a great thing for our school, which already has surpassed anything in education I ever knew before. The men say they mean to remain in the schools until they close in order to learn more.

The superintendent of schools of Sheridan County, N. Dak., conducted two rural free night schools during the winter, one a few miles from Anamoose and the other at Goodrich. There were 5 or 6 in attendance at Anamoose and 20 at Goodrich. This is most patriotic work, and under the conditions normally prevailing in the Northwest such patriotic work can be carried on only under the most rigorous winter conditions.

The superintendent of schools at Telluride, Colo., expresses the belief that the schools of the Nation are doing a valuable service for the foreigner since the citizenship movement has been taken over by the Bureau of Naturalization.

In Elmira, N. Y., the superintendent of schools reports an average attendance of not less than 15 upon the citizenship class and that the students display great interest in their studies. The superintendent states that he has made excellent use of the cards containing the names

of the candidates for citizenship sent to him by the bureau and urges their continuance. The presiding judge at the naturalization hearing in Elmira on April 20, 1917, pronounced the applicants who were admitted by him that day the best prepared candidates he had ever met, and attributed this result to the excellent work in the citizenship class.

A citizenship class was started with the opening of the school year by the superintendent of schools at Somerset, Colo. The enrollment consisted of coal miners—10 Austrians, 9 Italians, and 6 Finlanders, all of whom are now applying themselves intensely to the instruction and have expressed strong desires to become citizens. They are taught reading, writing, spelling, civics, and some geography and history. The superintendent reports that all the residents of the town think the school is an excellent undertaking, and they intend to have the work continued. The citizens of the town expressed through the superintendent of schools great appreciation of the cooperation of the Bureau of Naturalization, and he reports that the students are all anxious to get their naturalization papers.

From San Jose, Cal., the superintendent of schools reports an attendance of 335 foreigners in the citizenship classes. The first graduation class consisted of 10, all of whom secured their admission to citizenship after having taken a full year's course of instruction in the schools. He expresses the belief that there will be an attendance of 1,000 at these classes during the next year.

In Racine, Wis., the continuation schools are working in cooperation with this bureau and conducting citizenship classes throughout the entire year. The classes have been organized with a view to graduating the candidates a week before their admission to citizenship by the court.

In Altoona, Pa., the citizenship class attained an enrollment of 200 in its elementary and advanced classes. Italy, Germany, Austria, Russia, Switzerland, Greece, Poland, Ireland, Sweden, Syria, and Mexico were the nations represented by the adult aliens. The majority of the membership of the classes were unable to read or write a word of English when they entered the classes. Before the end of February they had learned to read and write English at least fairly well. The evening was divided into two periods, so as to accommodate those who could not arrive at the time the first period commenced. The work of the regular night school instructors was supplemented by addresses on various phases of American citizenship delivered by representative citizens. In all of these classes the almost invariable report was a quickening of the desire on the part of the alien student body and of the candidates for citizenship for naturalization.

The usual number of letters of gratitude to the bureau have been received, and among them is quoted the following:

I have received your letter to send me to school and become a better citizen and get a better job with thanks in the best way that I could thank you.

I'm a fellow that does not drink or smoke and always led a clean life. My great object was some day to become a cop on the police force, but now that this country is at war, why I have enlisted in the 12 N. Y. Infantry N. G. I was up there as soon as war was declared against Germany and was told to come April 9; and I was there at the time told to come and passed the doctor examination, and now I'm in the Federal service of "Uncle Sam."

But if I ever come back from the war, you will be the first one that I'll write to send me to some school where I can learn a proper education

The letter, just received from your office, concerning the United States citizenship, as well as the sincerity from this noble Government of the United States toward its applicants for citizens, is more than a pleasure to me.

Whether it is this office's duty to send such letter to every applicant for citizen or otherwise, it is of no my scheme to question about; but I do take this as a chance to express my highest regard for the country and Government best under the sun.

The above expression may sound as an old common phrase on one's lips but please, whoever may it concern, be far from thinking so; for, so far as it concerns me, I do speak by this conviction, not the lips. If I but could be in position which would enable me to teach what America "not materially but psychologically" mean to-day for whole the world, and how the whole world would look to-day if there was not America, then there would be no one who would deny the words above.

Once, some time ago, walking with a would-be friend, an American, I have been asked how do I like this country? I say I think I can not like it— He, not expecting such an answer, suddenly pushed me with his shoulder, and with a sign on his face of being ashamed to have me as a partner in walking who say he does not like this country. I then, taming his nerves, asked him why do you not ask me why I do say so, in same time explaining him my meaning; I say I think I would commit an offense toward this country should I say not I love it instead of do like.

And to-day the more I say I can not merely like it, for the live pictures of Washington and Lincoln would be abused at such a word. If I say I like it only, I would do abuse to the man of to-day who recently spoke out the world this three words: Peace without victory.

Among other inquires there is a question in the application for United States citizenship which says: Why do you intend to be a citizen of the United States? To that question there ought to be no other answer from every one intending to be United States citizen than this: Because I am ashamed to live in a country like this without being not its citizen.

As illustrative of the individual interest manifested by aliens, the following letters will show their activity. A newly naturalized citizen in Scammon, Kans., circulated a petition and secured the proper number of signatures to justify the school board in opening a citizenship class at night. The action of this individual was brought to the attention of the chief naturalization examiner, who wrote him a letter of inquiry. The following is his response.:

Please excuse me for that I did not answer you so long on letter you wrote to me on date November 2.

As I wrote to you last time, we going start that night school about October 1. We did start. First week they attend that night school good; sometimes is come from 14 to 17 men. Now they all dropped off but us 6.

I am going try get some more so that we going keep up. Inclosed please find piece paper with names them men who's attending night school yet.

I thanking you; I gladly given you any information you desire from me about that night school.

In April a second communication was received from him, which is as follows:

As I wrote to you on November, 1916, that I am going get some more men to night school in Skidmore, Kans., so that we gon keep up the night school till May this year.

I was geton two more; one is come once, the other twice. Month of February school board is close down, because was not us enough.

We still gon in school once in the week. Mr. ——— is so kind, he coming teach us once a wek without getting eny pay.

The following resolution, which was passed by the student body of the night school at Norwich, N. Y., demonstrates that the loyalty of the foreign element of that city may be depended upon in this time of crisis:

Whereas for more than two years past the great nations of the world, with the exception of the United States, have been engaged in war for the preservation and defense of those principles which are near and dear to us and have been making common cause against the dual monarchies in behalf of those rights and principles; and

Whereas the United States of America has until recently been able to maintain its neutrality and has at the same time endeavored to protect its rights and the honor and integrity of its people; and

Whereas Germany has now violated the rules of international law, and the lives of American citizens and the property of our people have been destroyed: Now therefore be it

Resolved, That we, the Italian residents of the city of Norwich, assembled at the night school maintained for our benefit, do hereby extend our well wishes and our sincere hope of victory to Italy, the land from which we came, and that we do renew our allegiance to the Government of the United States, the country of our adoption, and that we pledge to the United States our loyal support in the struggle that is to come for the protection of the flag and the maintenance of the glory and honor of the United States.

Resolved further, That a copy of these resolutions be sent to the mayor of the city of Norwich, the Commissioner of Naturalization at Washington, D. C., for transmission to the President of the United States, and also a copy to the national defense committee of Chenango County.

On February 1, 1917, an enthusiastic mass meeting was held at Minneapolis, and despite the fact that the thermometer registered 20° below zero there was an attendance of about 800 persons. The following resolution was unanimously adopted by the meeting:

Whereas the board of education of the city of Minneapolis, recognizing the necessity and importance of providing facilities for resident foreign-born men and women to learn our language and the fundamentals of our Government, has provided free evening schools for this purpose; and

Whereas the United States Bureau of Naturalization is actively cooperating with these evening schools here and elsewhere, with a view to procuring the attendance therein of all foreign-born men and women who have declared their intention to become citizens of the United States and who may need this instruction: Now therefore be it

Resolved, by citizens and intended citizens of the city of Minneapolis in mass meeting assembled, that we heartily commend the action of the board of education of this city and the United States Bureau of Naturalization in this regard, and we urge the extension of this work on the part of said bureau to each place in the United States where it may be needed.

The Women's Relief Corps, auxiliary to the Grand Army of the Republic, headquarters of Colorado and Wyoming, in General Orders, No. 4, February 15, 1917, adopted the following resolution, which was sent throughout the territory of the department:

It is the hope of the Naturalization Service that a citizenship class will be established in every county in Colorado and Wyoming, so that there need no longer be any excuse for the admission to citizenship in these States of aliens who are not qualified to exercise the rights and effectively perform the duties of citizenship.

The Bureau of Naturalization of the United States Department of Labor has established classes for the education in citizenship of aliens in the public schools of Denver, Pueblo, Greeley, Grand Junction, Trinidad, Fort Collins, and Salida, Colo.; Laramie, Rawlins, and Sheridan, Wyo. The prospects for establishing similar classes in the following places are exceedingly good: Walsenburg, Fort Morgan, Colorado Springs, Canon City, and Cripple Creek, Colo.; and Cheyenne and Rock Springs, Wyo.

These classes are organized particularly to meet the needs of aliens who wish to be naturalized, but are open to anyone who desires to increase and clarify his knowledge of the principles upon which the Government of the United States and his own State is founded.

It is necessary that every means be adopted to instruct in the ideals and principles of American citizenship those who come to our land, and to make them not merely partakers of our liberty but true, loyal, patriotic Americans. In this the Woman's Relief Corps can render valuable, patriotic assistance to our country. Your department president asks you to influence and assist the public-school authorities in your community in more firmly establishing these classes. Let us make this year memorable in the history of patriotic education.

The true basis for cooperation between the public schools and the Bureau of Naturalization is found in the declaration of intention, not in the petition for naturalization. When the alien has lived in this

country for five years he may petition for naturalization, if at that time he holds a declaration of intention that is two years old. Holding such a declaration of intention and filing his petition, there is little hope of any real improvement which he can accomplish in the 90-day period that remains before the hearing of his petition for naturalization and his admission to citizenship if the court is satisfied.

The alien has no identity with the Government of the United States after he passes through the ports of entry under the guidance of the immigration authorities. His identity becomes lost when he is absorbed in the mass of humanity at the port of entry, and, no matter where he may ultimately take up his abode, he never becomes identified with the Federal Government until he takes out the declaration of intention, upon which the foundation for this national undertaking was laid.

Many theorists in the United States, when there was no Federal supervision of the naturalization law, conceived the idea that the declaration of intention was a purely superfluous act; that the certificate of the declaration of intention was a superfluous document. Many of them still retain that idea, having made no advance in their studies or being unacquainted with the experiences of the Federal administrative forces. There is nothing that has arisen in the experience of the Bureau of Naturalization in the 10 years of Federal supervision that justifies this idea that the declaration of intention should be abolished. The Americanization work of the bureau, based as it is upon the declaration of intention, is the only point of contact the Federal Government has with the individual alien from the time he lands upon our soil. The use of the declaration of intention by the bureau in sending the names to the public schools and bringing the aliens of every community into close relationship with them has forever settled the question of the value of the declaration of intention. This is only a new use to which this "first paper" (an instrument which is peculiarly an American institution) has been put. If this were the only use to be made of it, it would justify its continued existence. As it is, it is used and interwoven into the administrative fabric of the Government in its contact with aliens throughout the United States. It is a means of identification by which the alien makes known his right to take up Government land; by which he may secure employment in municipalities and in State improvement work; by which membership in many organizations may alone be secured. It is the indication of the announced purpose of the alien to foreswear his allegiance to his sovereign and to choose the Constitution of the United States as his new allegiance. It is woven throughout the warp and woof of our national laws and our social and economic organizations.

In carrying on its Americanization work the bureau has undertaken no systematic propaganda work in the nature of circular letters, posters, or newspaper publicity addressed to the public generally. When the work was originally organized in April, 1914, by the Deputy Commissioner of Naturalization, he was directed by the department to make such survey in the Middle Western cities as was possible in view of other official duties that necessitated his presence in the headquarters cities of the various Middle Western districts. He was also directed by the department to pursue his investigation in Philadelphia during the winter of 1914-15, at the time he was there

with a force of officers from the bureau bringing up the arrearage of the work of the clerk of the United States district court in naturalization business. In addition to these, the cities of Cleveland, New York, and Pittsburgh were visited in June, 1915, by the deputy commissioner at the instance of the department, and conferences were held with the school authorities of these cities, who unhesitatingly proffered their complete support to the bureau in its new undertaking.

From these conferences held in Chicago, St. Louis, Milwaukee, St. Paul, Minneapolis, Philadelphia, New York, Cleveland, and Pittsburgh during this time it was found that the school authorities were most anxious to undertake the educational work of preparing the candidates for naturalization for citizenship responsibilities.

With the completion of the organization of the citizenship reception in Philadelphia in May, 1915, the bureau sent out an announcement through newspapers of the launching of its Americanization work with the aid of the public schools of the United States. This announcement received publicity in many newspapers from the Atlantic to the Pacific. On August 15, 1915, a second announcement—of the opening of the citizenship classes by the public schools—was sent out to the newspapers.

Letters had been sent to the superintendents of schools and favorable responses received. These letters went to approximately all of the superintendents of schools in cities of 4,000 population and over. Later letters were sent to the superintendents of schools in cities of 2,500 population and over.

For a time announcements were made of the organization of citizenship classes in the public schools, but this practice was discontinued because of the increasing demands on the bureau for cooperation and has not been resumed. The growth has been natural, entirely devoid of any stimulation or artificial interest.

With the coming year the bureau hopes to enter into a new field of activity, found along the railroad lines, in the places of public construction work, in the mining camps, and on the ranches and in the homes of the ranchers throughout the country. Plans had been made for extending the work with great activity and vigor into these new fields during the past year, but the number of applicants seeking citizenship during the last six months of the calendar year was so largely in excess of any previous experience of the bureau that every effort was necessary in the examination of these candidates for citizenship and in handling the increased volume of work.

Negotiations have been entered into, and in many instances consummated, with the "moonlight" school organizations throughout the many States where these schools are conducted. These negotiations have resulted in securing the admission of the adult alien candidate for citizenship into these classes that were peculiarly organized for the native-born American illiterate. Most flattering results have been secured along these lines, and will be made the subject of treatment in the next annual report.

Those who are engaged directly in the activities for the primary purpose of safeguarding the integrity of the Nation during the present crisis should realize that out of these many millions of foreign birth may come millions who can be won to an undivided and permanent devotion to the institutions of this Nation. With from seven to eight millions holding an allegiance to other nations, and not to this,

the problem is a real one. It is one which is not being adequately solved by the accessions of 100,000 or 200,000 aliens to the body politic. Even with this number, it should be borne in mind that approximately 75 per cent failed to meet a high standard of qualification. Although they receive the title of American citizenship they but faintly comprehend its significance.

The solution of this problem must come through the avenue of education. There are public schools now organized, and with citizenship classes in the formative stages, into whose ranks all of these aliens may be brought and within whose Americanizing atmosphere there can be but one final result. They will adopt the institutions of American Government if those institutions are humanizing institutions. They will cling to the European institutions of government if they find satisfaction in those forms of government only.

From 80 to 95 per cent of the aliens in the public schools are not seekers after American citizenship. Of the many hundreds of thousands attending these night classes but 20 per cent of them represent aliens on the road to American citizenship; but 20 per cent have taken out their declarations of intention or secured naturalization.

The education of these aliens is not a wholly national function. It is, on the other hand, quite a distinct State and municipal function, more especially the latter. The forces of these various boards, commissions, and councils that for the time being have a national and State character working together for the preservation of the life of the Nation, are the forces which, in addition to their present efforts, should address themselves to this problem. If these State and Federal forces will concentrate some of their energies upon the Americanization of these aliens, there is now a sufficient number of classes in the seventeen hundred and more of cities and towns where the public schools may accommodate for their Americanization every one of the aliens resident within their various communities. The accomplishment of this end does not call for an extravagant outlay of Federal funds. It may be accomplished by each community bearing its share of the expense. The administration of the naturalization law is at no expense to the citizen taxpayer. All of the expenses are more than met from the fees paid annually by the candidates for citizenship to the clerks of courts and deposited by the Commissioner of Naturalization through official channels in the Treasury of the United States. On an average a surplus of something over \$100,000 in fees has been turned in each year since Federal supervision has been placed in the hands of the Bureau of Naturalization.

Whatever additional funds the Bureau of Naturalization will need to do its part in cooperating with these State agencies will be in the nature of refunds to these aliens for the excess which they pay in fees over the running expenses for a good administration of the naturalization law. In addition, therefore, to being an investment of \$5 by each of them for the title to American citizenship, it will mean virtually the payment of their tuition to the local public-school authorities for their preparation for full enjoyment of life as American citizens. To the business men this work and this plan of action is and has always been a sound business proposition. It is not one filled with fancies or with idealistic dreams which, while sounding well to the ear, do not work out and are not possible of realization.

While the number of candidates for naturalization was largely increased during the past fiscal year over any preceding year, this startling fact should be ever present in the minds of those who are considering this fundamentally most important and vital question involving the American present, the American future in all of its avenues of development, social, political, and economical: There are approximately 16,000,000 aliens in this country; probably 50 per cent of these owe no allegiance to this land. In large numbers their allegiance is not divided—it is still faithful to the countries of their origin, to the sovereigns across the sea. Since this Nation has been plunged into the horrible vortex that has been raging for the last three years all over the seas and with increasing intensity upon the European soil, the necessity for the Americanization, the transformation, the arousing of the spirit of America within the hearts and breasts of the resident alien body has been more and more painfully apparent.

In the organizations that have been newly created in Washington City, the Nation's Capital, as the direct outgrowth of the war activities—the commissions, the boards, the councils, the many organizations, official, quasi official, and unofficial in character—none will have achieved their fullest usefulness if they do not realize the importance of this great Americanization problem. In the ranks of the aliens there are many millions who will stand first, last, and forever, for the country of their adoption; whether the country has adopted them formally or ignored their presence, they have felt the springs of patriotism welling up within their consciousness. They have, some of them tangibly and some intangibly, adopted this country. There remain, however, those who in spirit still cling to the institutions, ties, and associations of the fatherland. There are those who are inimical in their hearts to the well-being of this country. They still feel the ties of family that extend back to the land of their origin, drawing them more closely than the new ties built up in this country. Their first interest is outside of the land instead of within it. Much of this failure of development of ties strong enough to displace the original ones is traceable to those in position to see and deal with this subject only in a most inefficient and unthorough manner. With every sixth person in the United States of alien birth, and probably every third one of alien birth or alien parentage, the conservation and development of our forces for preservation can be accomplished only by a wise, broad-minded conception of public duty and the full support given to this Americanization work which has been conceived, organized, and developed within the Bureau of Naturalization. The public through the schools, the school organizations, the teachers, the officers of patriotic organizations; those distinctly women's organizations; commercial, social, and religious organizations have been aroused to see the value of this work. Some have given their indorsement to it. Others, in addition to indorsing it, have lent their individual effort for a season. Others have gone further and have continued to give their efforts and are supporting it up to the present time.

Much has been said of Americanization, much has been done to accomplish this completely. It has been preached from the rostrum; thrown upon the "movie screen; it has been dealt with by circular letters, numbered in the thousands; set forth in pleasing words and phrases in folders in many languages, as appeals to the whole United

States. The Americanization problem can not be accomplished by these measures. It can be accomplished only by those who will be willing to do real and definite work to that end. It can be accomplished only through the joint union of the State and Federal forces—and those Federal forces that have been duly constituted by law; by those whose legal duty it is to perform this task. Congress authorized the work to be done by an all-inclusive authority when it charged the Bureau of Naturalization with the supervision of all matters concerning the naturalization of aliens.

The Bureau of Naturalization, acting under the authority of the law and with the approval of the Secretary of Labor, and with the indorsement of its action received from school authorities throughout the country as shown by the number of communities in which the public schools have agreed to cooperate with the bureau is going forward with this work, and will continue to go forward until every alien who is a candidate for citizenship who needs instruction, who needs education, who needs that aid which our institutions of government have created and made available for those in need—until all are brought within the Americanizing influence of the “opportunity schools” which have now been planted in almost every locality throughout the United States. It will continue this work until the ranks of these classes are filled by the presence of all of these candidates for citizenship responsibilities who can in any way be benefited by this contact.

There are other matters which might appropriately find expression in this report, but it is an established fact that such formal official utterances secure a reading, if they secure it at all, as they scrupulously avoid prolixity. If they fail to secure a reading, they might better not be written.

Accordingly everything that did not seem essential to a comprehensive view of the subject has been omitted from the report.

Respectfully,

RICHD. K. CAMPBELL,
Commissioner of Naturalization.

HON. W. B. WILSON,
Secretary of Labor.

REPORT
OF THE
CHIEF OF THE DIVISION OF PUBLICATIONS
AND SUPPLIES

553

ANNUAL REPORT

OF THE

CHIEF, DIVISION OF PUBLICATIONS AND SUPPLIES.

DEPARTMENT OF LABOR,
DIVISION OF PUBLICATIONS AND SUPPLIES,
Washington, September 30, 1917.

SIR: I have the honor to submit the following report of the operations of the Division of Publications and Supplies for the fiscal year ended June 30, 1917.

DUTIES.

The Chief of the Division of Publications and Supplies is charged with the general supervision of the printing and binding of the department, keeps a record of all expenditures therefor, and transacts all business of the department with the Government Printing Office. He has charge of the distribution of its publications, maintenance of its mailing lists, performance of all duplicating work, and the storing and distribution of blank books and forms. All authorizations for newspaper advertising are issued through his office. Under the direction of the Chief Clerk he supervises the purchase and distribution of supplies, keeps detailed accounts of all expenditures from the appropriation for contingent expenses of the department, and acts as auditor of property returns. He conducts the correspondence incident to the work of the division.

INTRODUCTION.

During the last month of the fiscal year the department moved from its quarters in the Mills Building to the new building erected for its use. The division was allotted the first floor, with the exception of two rooms at the front of the east side of the building. While the division has at its disposal less net floor space than in its old quarters, the present layout is much more advantageous for the proper transaction of its business. The shipping of supplies has been greatly facilitated by having the shipping room on the street level, and outgoing supplies are transferred directly from the shipping room to the carriers.

The department has in course of preparation a revision of the Regulations of the Department of Labor, and during the past year has revised the regulations governing the administration of the immigration laws and the rules relating to the admission of Chinese, in order to have them conform to the new immigration law effective May 1, 1917.

PRINTING ALLOTMENT AND EXPENDITURES.

The act making appropriations for the sundry civil expenses of the Government for the fiscal year ended June 30, 1917, and for other purposes, approved July 1, 1916, allotted to this department \$150,000 for printing and binding for the fiscal year 1917.

The demands made on this appropriation were so great that it soon became evident that this sum would not be sufficient for the needs of the department. A request was therefore made upon Congress for a deficiency appropriation of \$15,978, and the act making appropriations to supply deficiencies for the fiscal year 1917, approved April 17, 1917, appropriated the full amount requested, making a total printing and binding allotment for the department for the fiscal year 1917 of \$165,978.

Requisitions for printing and binding covering the full amount were made on the Public Printer, who presented bills for work performed up to July 1, 1917, in the amount of \$141,166.94, leaving an unexpended balance for the fiscal year 1917 of \$24,811.06. There was on June 30, 1917, an estimated balance of \$38,164.29 of uncompleted and unbilled work at the Government Printing Office. The large unexpended balance of the allotment was caused by the fact that during the latter portion of the fiscal year the Government Printing Office was virtually commandeered by the War and the Navy Departments, and it was next to impossible to secure any work from that office unless it could be shown that it was absolutely necessary or in some way connected with war operations.

The war situation has increased tremendously the activities in the department in the mobilizing of labor where it can perform the most effective service for the country and also has added greatly to the activities of the bureaus, and consequently to the demands on this division for emergency issues of blanks, supplies, etc. One of the extreme demands has been large issues of naturalization forms, which the Government Printing Office was unable to deliver in time, thereby causing a very considerable delay in the naturalization of aliens. Large employers of labor in certain communities posted notices that all their employees must be citizens or have declared their intention to become citizens. These notices caused a rush on the naturalization courts in those districts and a consequent rush order for thousands of forms, which the department was unable to supply, thereby causing men unable to comply with the requirements of their employers to lose or to be threatened with the loss of their employment.

The new immigration law, which became effective May 1, 1917, called for a great number of new blank forms and books. This demand was met with promptness by the Government Printing Office, notwithstanding its rush of war work. A considerable number of old immigration forms, of which there was a stock on hand, were by the addition of certain printing made to conform to the new law and were thereby made usable, effecting a considerable saving in the item of composition and paper stock, the supply of which at the Government Printing Office at this time is very limited.

Suggestion has been made that authority be secured from Congress to have certain emergency printing performed outside of the Government Printing Office. I do not think the best interests of the Gov-

ernment will be served thereby. There are several reasons for this belief, the principal one of which is that the forms which cause the greatest delay are those in which there are a number of different printing and binding operations, and it is my opinion that these can not be done in private establishments nearly so expeditiously as at the Government Printing Office, even under present conditions.

COST OF PRINTING AND BINDING, BY BUREAUS.

During the past fiscal year the department issued 1,328 requisitions for printing and binding, as compared with 1,281 for 1916, an increase of 47, or 4 per cent.

The cost of this work for each of the bureaus, offices, and services of the department during the fiscal years 1916 and 1917, together with the amount and per cent of increase or decrease and the estimated cost of work on hand at the Government Printing Office but not completed on June 30, 1917, is shown in the following table:

Relative cost of printing and binding for 1916 and 1917, by bureaus and offices.

Bureau, office, or service.	Cost of work delivered.		Increase (+) or decrease (-).		Estimated cost of work not completed June 30, 1917.
	1916	1917	Cost.	Per cent.	
Office of the Secretary	\$11,327.39	\$8,889.80	-\$2,437.59	-21.52	\$504.25
Disbursing Office	418.29	165.59	- 252.70	-60.41	33.46
Bureau of Labor Statistics	76,213.46	72,263.01	- 3,950.45	- 5.13	27,881.65
Bureau of Immigration	5,245.22	5,981.98	+ 736.76	+14.05	159.37
Division of Information	1,840.59	2,555.03	+ 714.44	+38.82	106.34
Immigration Service	8,118.12	12,364.72	+ 4,246.60	+52.31	2,949.65
Children's Bureau	29,089.48	19,338.25	- 9,751.23	-33.52	2,923.66
Bureau of Naturalization	2,241.75	2,559.76	+ 318.01	+14.19	163.95
Naturalization Service and examiners	14,287.04	17,048.80	+ 2,761.76	+19.33	3,441.96
Total	149,481.34	141,166.94	- 7,614.40	- 5.09	38,164.29

¹ Of this amount \$129.23 is chargeable to the appropriation "Compiling material on first-aid methods, 1917," and the department's allotment for printing and binding was reimbursed to that extent.

An examination of the above table discloses a small decrease in the expenditures of the Bureau of Labor Statistics. This was caused by the difficulty in securing deliveries of completed work, as before noted, and as is indicated by the large amount of uncompleted work shown in the last column of the table. Similar conditions governed the expenditures of the Children's Bureau, with the exception that this bureau, seeing the futility of securing this work, devoted its attention to other lines; consequently a large decrease is shown in its expenditures for this year. An increase of 14 per cent is shown for the Bureau of Naturalization and over 19 per cent for the Naturalization Service and examiners. This is accounted for by the great increase in the number of naturalization forms required to meet the rush caused by war conditions. A much larger increase for the latter service has been avoided by the great saving effected by the new system of printing their blank books and forms, which not only reduced the cost of printing and binding these forms but has added very materially to their usefulness and utility, facilitating their handling both by the clerks of courts and by the Bureau of Naturali-

zation. The clerks of courts are now enabled to furnish the bureau with the absolute duplicate of the form required by law. An increase is also noted for the Bureau of Immigration and the Division of Information. The largest increase noted is for the Immigration Service, which increase was over 52 per cent. This was caused by the issuance of blanks to conform to the requirements of the new law.

PRINTING AND BINDING, BY CLASSES.

The quantities and cost for each class of work performed by the Public Printer for this department during the fiscal year 1917 are shown in the following table and afford a comparison with the quantities and cost of the same classes during the preceding fiscal year:

Relative cost of printing and binding for 1916 and 1917, by classes.

Class.	1916		1917	
	Number.	Cost.	Number.	Cost.
Reports, pamphlets, etc.	1,494,050	\$110,817.44	815,262	\$97,473.20
Blank forms	7,551,000	17,255.75	10,383,717	21,955.58
Blank books	16,909	12,041.11	17,507	13,576.17
Miscellaneous books (binding)	3,024	4,418.23	791	1,347.13
Circulars, decisions, etc.	66,000	94.65	1,500	23.56
Letterheads	1,722,500	2,468.95	2,309,500	3,683.88
Envelopes	14,000	68.07	22,000	97.35
Index cards	809,000	518.98	480,000	379.17
Guide cards	66,475	276.64	108,100	681.08
Vertical folders	223,500	475.41	189,000	840.19
Memorandum sheets	898,200	964.02	1,650,600	1,068.83
Miscellaneous		82.09		20.80
Total		149,481.34		141,166.94

An examination of the above table discloses a considerable increase in the number and cost of blank forms and blank books, this increase being mainly caused by the increase in the work of the Naturalization Service and the new forms necessary for the enforcement of the new immigration law. A decrease is noted in a number of other items, caused mainly by the inability to secure the work from the Government Printing Office.

ENVELOPES.

During the year there were placed with the contractors 346 orders calling for 3,258,475 envelopes for the use of the various offices, bureaus, and services of the department, as compared with 300 orders calling for 2,748,150 envelopes for the year 1916, an increase of 510,325 envelopes, or nearly 19 per cent. The cost of the envelopes received during the year amounted to \$4,181.44, as compared with \$3,696 in 1916, an increase of \$485.44, or 13 per cent.

In my annual report for 1916 I called attention to the envelope situation, as follows:

Considerable difficulty has been encountered in securing envelopes within a reasonable time during the last year. The contractors claim that there is great difficulty in securing raw material and paper stock. The bureaus and offices have been seriously handicapped by these belated deliveries, at times being entirely out of envelopes. Orders are seldom filled under three months, while they were formerly delivered within 20 or 30 days. This is a serious matter for which there seems to be no remedy at the present time.

The condition complained of above has been in no way remedied during the past year, but is even worse at the present time, the department having waited at times as long as four months for a delivery of envelopes and on several occasions has been compelled to borrow envelopes from other executive departments in order to carry on its business.

DISTINCTIVE SAFETY PAPER.

There were ordered from the contractor, at a cost of \$2,420.75, 101,414 sheets of distinctive safety paper on which to print certificates of naturalization, as against 107,664 sheets, costing \$2,569.94, for the fiscal year 1916. The slight decrease in the number of sheets of distinctive paper ordered was possible because of the fact that special prints of certificates for courts having the greatest volume of naturalization business had been made during 1916, and this has decreased the demand for certificates from these courts during 1917.

BLANK BOOKS AND FORMS.

During the year there were filled 8,690 requisitions, calling for 8,111 blank books and 6,532,256 blank forms for the outside services, as compared with 7,163 requisitions calling for 7,008 blank books and 5,435,421 blank forms during the year 1916.

In the following table is shown the number of blank books and blanks supplied to the outside services of the department during the fiscal years 1916 and 1917, together with the increase or decrease for each service:

Relative number of blank books and blanks supplied to the outside services, 1916 and 1917.

	Books.			Blanks.		
	1916	1917	Increase (+) or decrease (-).	1916	1917	Increase (+) or decrease (-).
Immigration Service:						
General	2,447	2,283	- 164	1,721,422	1,300,004	- 421,418
New York	585	547	- 38	394,500	258,100	- 136,400
Employment Service				989,525	1,399,700	+ 410,175
Naturalization Service and examiners	370	560	+ 190	263,956	330,607	+ 66,651
Clerks of courts:						
Naturalization forms	1,221	1,851	+ 630	1,178,725	1,905,900	+ 727,175
Books of certificates of naturalization	12,281	2,130	- 151			
Miscellaneous	104	740	+ 636	887,293	1,337,945	+ 450,652
Total	7,008	8,111	+ 1,103	5,435,421	6,532,256	+ 1,096,835

¹ 1 book of 5 certificates, 189 books of 10 certificates each, 239 books of 25 certificates each, and 1,852 books of 50 certificates each, or a total of 2,281 books containing 100,470 certificates.

² 162 books of 10 certificates each, 219 books of 25 certificates each, and 1,749 books of 50 certificates each, or a total of 2,130 books containing 94,545 certificates.

PRINTED STATIONERY.

During the fiscal year 333 requisitions for printed stationery were filled. Of these, 132 were from offices and bureaus of the department in Washington and 201 from the outside services.

The quantity of each class of stationery supplied to the different bureaus, offices, and services is shown in the following table:

Relative quantity of stationery furnished during 1916 and 1917, by classes.

Class.	Quantity.		Class.	Quantity.	
	1916	1917		1916	1917
Envelopes.....	¹ 2,748,150	² 3,258,475	Blank books.....	3,018	2,792
Letterheads.....	1,714,000	2,280,500	Blank forms *	291,800	83,236
Memorandum sheets.....	1,714,700	1,963,700	Index cards.....	546,000	426,306
Embossed letterheads.....	18,500	19,000	Guide cards.....	59,725	55,640
Embossed envelopes.....	13,500	10,500	Vertical folders.....	64,150	42,350
Stenographer's notebooks.	4,467	5,922			

¹ 2,104,000 white, 644,150 manila.

² 2,479,475 white, 779,000 manila.

* Inside service only.

PUBLICATIONS.

The following statement shows the number of publications emanating from the department, including only those publications delivered during the fiscal year and not those which were ordered but not delivered in that year. It also includes congressional documents originating in the department the printing of which was paid for from the department allotment for printing and binding in accordance with the provisions of public resolution 13, approved March 13, 1906:

Publications of the Department of Labor, year ended June 30, 1917, by bureaus.

Title and description.	Pages.	Edition.	Cost.
OFFICE OF THE SECRETARY.			
Annual report of the Secretary of Labor, 1916. 8vo.....	133	5,000	\$712.81
Same [press proofs].....	¹ 133	200	44.83
Annual report of the Chief, Division of Publications and Supplies, 1916. 8vo.	22	200	82.02
Reports of department, 1916. Report of Secretary and reports of bureaus (consolidated). [Printed also as H. Doc. 1495, 64th Cong., 2d sess.] 8vo..	540	400	710.61
List of publications of the department available for distribution, Jan. 1, 1917.	11	1,000	36.68
Letter submitting an estimate of appropriation for the immigration station at Ellis Island, New York Harbor, for repairing damages to the buildings caused by explosions on July 30, 1916. [Printed as H. Doc. 1346, 64th Cong., 1st sess.].....	2	(²)	9.59
Letter submitting estimates of appropriation which will be required under the provisions of H. R. 15316, passed by the House of Representatives on July 12, 1916. [Printed as H. Doc. 1356, 64th Cong., 1st sess.].....	3	(²)	
Letter transmitting detailed statements of expenditures from the appropriations "Contingent expenses, Department of Labor, 1914," for the period from Dec. 1, 1916; "Contingent expenses, Department of Labor, 1915," for the period from Dec. 1, 1915, to Nov. 22, 1916; and "Contingent expenses, Department of Labor, 1916," for the period from July 1 to Nov. 22, 1916. [Printed as H. Doc. 1430, 64th Cong., 2d sess.].....	36	(²)	285.89
Letter transmitting statement of typewriters, adding machines, and other labor-saving devices exchanged in part payment for new machines during the fiscal year ended June 30, 1916. [Printed as H. Doc. 1429, 64th Cong., 2d sess.].....	3	(²)	328.58
Letter transmitting statement of travel performed during the fiscal year ended June 30, 1916, by officers and employees of the Department of Labor on official business from Washington, D. C., to points outside of the District of Columbia. [Printed as H. Doc. 1432, 64th Cong., 2d sess.].....	14	(²)	
Letter transmitting an itemized report of the actual expenditures during the fiscal year 1916 from the appropriations "Miscellaneous expenses, Bureau of Naturalization, 1914," "Miscellaneous expenses, Bureau of Naturalization, 1915," and "Miscellaneous expenses, Bureau of Naturalization, 1916." [Printed as H. Doc. 1441, 64th Cong., 2d sess.].....	25	(²)	

¹ Leaves.

² None ordered for department.

*Publications of the Department of Labor, year ended June 30, 1917, by
bureaus—Continued.*

Title and description.	Pages.	Edition.	Cost.
Letter submitting urgent estimates of deficiencies in appropriations for the Department of Labor for the fiscal year ending June 30, 1917. [Printed as H. Doc. 1787, 64th Cong., 2d sess.].....	2	(¹)	(²)
Letter submitting an estimate of deficiency in the appropriation for rent, Department of Labor, for the fiscal year ending June 30, 1917. [Printed as H. Doc. 1892, 64th Cong., 2d sess.].....	2	(¹)	
Letter transmitting report prepared in pursuance of section 10 of the act approved Mar. 4, 1913 (37 Stat. L., 736), entitled "An act to create a Department of Labor." [Printed as H. Doc. 1906, 64th Cong., 2d sess.].....	11	(¹)	
Letter submitting an estimate of appropriation to enable the Secretary of Labor to carry into effect the provisions of the act entitled "An act to prevent interstate commerce in the products of child labor." [Printed as H. Doc. 1939, 64th Cong., 2d sess.].....	2	(¹)	\$51.11
Letter transmitting a detailed statement of the number of documents received and the number distributed by the Department of Labor during the calendar year 1916. [Printed as H. Doc. 1948, 64th Cong., 2d sess.].....	3	(¹)	
Letter transmitting list of papers having no permanent value or historic interest. [Printed as H. Doc. 1996, 64th Cong., 2d sess.].....	2	(¹)	
Letter submitting estimates of appropriation on account of the United States Employees' Compensation Commission for the fiscal year ending June 30, 1918. [Printed as H. Doc. 2058, 64th Cong., 2d sess.].....	2	(¹)	16.26
Letter submitting estimates of appropriations required for additional expenses in enforcing the laws regulating immigration from May 1, 1917, to June 30, 1918. [Printed as H. Doc. 2074, 64th Cong., 2d sess.].....	2	(¹)	
Letter submitting supplemental estimates of appropriation required by the Department of Labor. [Printed as H. Doc. 75, 65th Cong., 1st sess.].....	7	(¹)	48.51
BUREAU OF LABOR STATISTICS.			
List of publications of the bureau available for distribution, July 1, 1916. 8vo.....	17	500	19.89
Same. Apr. 1, 1917.....	17	500	22.30
Official regulations and rules of bureau. 8vo.....	7	500	20.33
Twenty-fourth annual report of the Commissioner of Labor, 1909: Workmen's insurance and compensation systems in Europe. 2 vols. [Reprint.] Vocational guidance. (Part of twenty-fifth annual report of the Commissioner of Labor.) [Reprint.].....	2,749	1,000	1,573.33
Report on conditions of employment in the iron and steel industry in the United States. Vol. IV. [Reprint.].....	90	1,000	43.97
Text of Canadian industrial disputes investigation act and summary of industrial conciliation and antistrike legislation relating to public utilities of various countries. 8vo.....	350	500	259.84
Old-age and invalidity pension laws of Germany, France, and Austria. (Part of Bulletin 91.).....	21	1,000	30.98
List of employers who have established some form of welfare work. 8vo.....	70	500	33.56
List of employers who have established some form of disability benefit fund. 8vo.....	20	500	112.67
Report of the British Board of Trade on cost of living in the principal industrial cities of the United States. (Part of Bulletin 93.).....	10	500	41.91
Anthrax as an occupational disease. (Extract from Monthly Review for July, 1916.).....	72	500	33.23
Labor conditions in Hawaii, 1915. [Printed as S. Doc. 432, 64th Cong., 1st sess.].....	5	2,500	14.31
Monthly Review of the United States Bureau of Labor Statistics [all 8vo]:	192	1,000	1,398.90
October, 1915 [reprint].....	108	500	36.22
December, 1915 [reprint].....	103	500	33.22
January, 1916 [reprint].....	98	500	34.58
July, 1916.....	171	16,000	1,471.77
August, 1916.....	110	12,500	835.41
September, 1916.....	128	12,500	993.11
October, 1916.....	133	12,500	1,102.94
Same [reprint].....	133	1,000	68.99
November, 1916.....	155	12,500	1,286.98
December, 1916.....	147	12,500	1,645.30
Same [reprint].....	147	1,000	88.62
January, 1917.....	176	13,000	1,556.83
Same [reprint].....	176	1,000	88.75
February, 1917.....	158	12,500	1,397.40
Same [reprint].....	158	2,500	179.44
March, 1917.....	162	15,000	1,515.52
April, 1917.....	150	15,000	1,387.98
May, 1917.....	159	15,000	1,331.85
June, 1917.....	267	16,000	2,320.09
Bulletins [all 8vo]:			
89. Child-labor legislation in Europe, July, 1910. [Reprint.].....	450	500	167.33

¹ None ordered for department.² Included in preceding amount.

*Publications of the Department of Labor, year ended June 30, 1917, by
bureaus—Continued.*

Title and description.	Pages.	Edition.	Cost.
Bulletins [all 8vo].—Continued.			
98. Mediation and arbitration of railway labor disputes in the United States; Canadian industrial disputes investigation act of 1907; Conciliation and arbitration of railway labor disputes in Great Britain (conciliation and arbitration agreement of 1907); Conciliation and arbitration in Great Britain (conciliation act of 1896); Attitude of employing interests toward conciliation and arbitration in Great Britain; Attitude of labor toward conciliation and arbitration in Great Britain; Conciliation, arbitration, and sanitation in the cloak, suit, and skirt industry in New York City; Industrial courts in France, Germany, and Switzerland, January, 1912. [Reprint.]	500	1,000	\$290.47
120. Hygiene in the painters' trade. (Industrial accidents and hygiene series 2.) [Reprint.]	68	2,500	94.44
127. Dangers to workers from dusts and fumes and methods of protection. (Industrial accidents and hygiene series 3.) 62 pp. illus. [Reprint.]	22	500	126.89
162. Vocational education survey of Richmond, Va. (Miscellaneous series 7.) [Reprint.]	333	500	134.90
188. Report of British departmental committee on the danger in the use of lead in the painting of buildings. (Industrial accidents and hygiene series 8.) [Reprint.]	207	1,000	87.98
193. Dressmaking as a trade for women. (Women in industry series 9.) [Printed also as H. Doc. 850, 64th Cong., 1st sess.]	180	9,500	1,479.67
195. Unemployment in the United States. (Employment and unemployment series 2.) [Printed also as H. Doc. 1154, 64th Cong., 1st sess.]	115	8,500	1,269.63
Same [reprint.]	115	2,500	134.21
196. Proceedings of employment managers' conference. (Employment and unemployment series 3.) [Printed also as H. Doc. 1154, 64th Cong., 1st sess.]	82	12,000	534.57
197. Retail prices, 1907 to December, 1915. (Retail prices and cost of living series 17.) [Printed also as H. Doc. 1156, 64th Cong., 1st sess.]	381	11,000	5,366.64
198. Collective agreement in the men's clothing industry. (Conciliation and arbitration series 7.) [Printed also as H. Doc. 1157, 64th Cong., 1st sess.]	186	8,500	1,298.36
199. Vocational education survey of Minneapolis, Minn. (Vocational education series 1.) [Printed also as H. Doc. 1158, 64th Cong., 1st sess.]	592	10,000	4,630.22
200. Wholesale prices, 1890 to 1915. (Wholesale prices series 4.) [Printed also as H. Doc. 1159, 64th Cong., 1st sess.]	295	7,500	3,022.68
201. Report of the committee on statistics and insurance cost of the International Association of Industrial Accident Boards and Commissions. (Industrial accidents and hygiene series 9.) [Printed also as H. Doc. 1160, 64th Cong., 1st sess.]	128	1,000	625.59
202. Proceedings of the Employment Managers' Association of Boston. (Employment and unemployment series 4.) [Printed also as H. Doc. 1161, 64th Cong., 1st sess.]	64	9,500	443.45
203. Workmen's compensation laws of the United States and foreign countries. (Workmen's insurance and compensation series 7.) [Printed also as H. Doc. 1162, 64th Cong., 1st sess.]	961	10,000	6,840.49
205. Occupational anthrax. (Industrial accidents and hygiene series 10.) [Printed also as H. Doc. 1164, 64th Cong., 1st sess.]	154	12,000	1,788.52
206. The British system of labor exchanges. (Employment and unemployment series 5.) [Printed also as H. Doc. 1366, 64th Cong., 2d sess.]	67	9,000	510.51
207. Causes of death by occupations. (Industrial accidents and hygiene series 11.) [Printed also as H. Doc. 1367, 64th Cong., 2d sess.]	89	8,500	819.05
208. Profit sharing in the United States. (Miscellaneous series 13.) [Printed also as H. Doc. 1368, 64th Cong., 2d sess.]	171	8,500	1,438.76
Same [reprint.]	171	5,000	355.35
211. Labor laws and their administration in the Pacific States. (Labor laws of the United States series 9.) [Printed also as H. Doc. 1380, 64th Cong., 2d sess.]	150	10,000	1,055.33
219. Industrial poisons used and produced in the manufacture of explosives. (Industrial accidents and hygiene series 14.) [Printed also as H. Doc. 60, 65th Cong., 1st sess.]	141	9,000	936.43
221. Hours of labor and industrial fatigue. (Industrial accidents and hygiene series 15.) [Printed also as H. Doc. 62, 65th Cong., 1st sess.]	147	12,500	1,060.87
222. Welfare work in British munition factories. (Miscellaneous series 14.) [Printed also as H. Doc. 63, 65th Cong., 1st sess.]	66	12,500	623.29
223. Employment of women and juveniles in Great Britain during the war. (Women in industry series 11.) [Printed also as H. Doc. 64, 65th Cong., 1st session.]	121	12,500	1,002.94
BUREAU OF IMMIGRATION.			
Annual report of the Commissioner General, 1916. 8vo	258	5,000	2,422.65
Same (press proofs of report proper)	123	2,450	65.97

¹ Leaves.

*Publications of the Department of Labor, year ended June 30, 1917, by
bureaus—Concluded.*

Title and description.	Pages.	Edition.	Cost.
Annual report of the Chief, Division of Information, 1916. (Part of Commissioner General's report.) 8vo.....	33	1,000	\$27. 81
Statistics of Immigration. (Part of Commissioner General's report.).....	140	400	51. 31
Supplement to American-Chinese calendar.....	19	500	60. 04
Immigration laws. Rules of Nov. 15, 1911. 8vo.....	71	3,000	106. 50
Same. Rules of May 1, 1917. 8vo.....	96	7,000	586. 91
Treaty, laws, and rules governing the admission of Chinese. [Edition of Oct. 27, 1916.] 8vo.....	48	5,000	120. 48
Same. Rules of May 1, 1917.....	62	5,000	324. 53
Plans and objects of Women and Girls' Division. 8vo.....	4	5,000	19. 03
Immigration bulletin (issued monthly, May, 1916, to April, 1917, 12 numbers, 4 pp. each). 4to.....	48	21,600	1,153. 90
CHILDREN'S BUREAU.			
Annual report of the chief, 1916.....	27	2,500	104. 95
Birth-registration test. [2d edition.] 8vo.....	8	10,000	58. 99
Same [reprint].....	8	5,000	18. 90
Prenatal care. (Care of children series 1.) [4th edition. Reprint.] 8vo.....	41	200,000	2,736. 58
Infant care. (Care of children series 2.) [Reprint.] 8vo.....	87	200,000	6,273. 09
New Zealand society for the health of women and children: An example of methods of baby-saving work in small towns and rural districts. (Infant mortality series 2.) [Reprint.] 8vo.....	18	5,000	43. 67
A tabular statement of infant welfare work by public and private agencies in the United States. (Infant mortality series 5.) 8vo.....	114	7,500	1,559. 28
Same [reprint].....	114	2,500	140. 98
Child-labor legislation in the United States: Separate 55, Federal child-labor law. 8vo.....	4	10,000	26. 89
Same [reprint].....	4	10,000	19. 51
Administration of child-labor laws. Part 2, employment certificate system, New York. 3 charts. Industrial series 2.) 8vo.....	164	10,000	\$1,645. 79
Birth registration: An aid in preserving the lives and rights of children. (Miscellaneous series 2.) [3d edition. Reprint.] 8vo.....	20	5,000	62. 20
Same [reprint].....	20	5,000	58. 71
List of references on child labor. (Industrial series 3.) 8vo.....	161	10,000	1,321. 63
Child-welfare exhibits: Types and preparation. (Miscellaneous series 4.) 16 pp. illus. [Reprint.] 8vo.....	58	10,000	325. 82
Baby-week campaigns. (Miscellaneous series 5.) [Revised edition.] 1 map and 15 pp. illus. 8vo.....	150	10,000	1,904. 91
Maternal mortality from all conditions connected with childbirth in the United States and certain other countries. (Miscellaneous series 6.) 8vo.....	66	10,000	677. 99
Same [reprint].....	66	10,000	243. 35
How to conduct a children's health conference. (Miscellaneous series 9.) 8vo.....	24	15,000	215. 13
Care of dependents of enlisted men in Canada. (Miscellaneous series 10.) 8vo.....	56	20,000	675. 91
BUREAU OF NATURALIZATION.			
Annual report of the commissioner, 1916. 8vo.....	78	2,500	371. 00
Naturalization laws and regulations, Feb. 15, 1917. 8vo.....	36	7,500	166. 47
The work of the public schools with the Bureau of Naturalization. (Part of the annual report of the Commissioner of Naturalization, 1916.) 8vo.....	50	5,000	152. 39
Outline course in citizenship. [Reprint.] 8vo.....	50	2,500	35. 97
Proceedings of the citizenship convention held at Washington, D. C., July 10-15, 1916. 8vo.....	86	5,000	376. 06
Decision of the United States Supreme Court in <i>John Oluf Johannessen v. United States</i> . 8vo.....	8	1,500	26. 93

As shown by the above table, there were issued 112 separate books or pamphlets, containing 15,406 printed pages, and there were issued a grand total of 1,009,750 copies. Four of these books were printed in two or more editions, while 11 were reprinted without change.

DISTRIBUTION OF PUBLICATIONS.

The number of publications distributed from the mailing lists and on individual miscellaneous franks during the fiscal year 1917 was 887,738, as compared with 757,224 in 1916, an increase of 130,514, or 17 per cent. This entailed the handling by this division of 128,930 franks, as against 153,880 in 1916, a decrease of 24,950, or 16 per cent.

This decrease was due to the fact that a number of publications of the Children's Bureau, particularly Infant Care and Prenatal Care, were sent in bulk to field agents of the bureau for direct distribution. Of the publications above mentioned 563,295 were issued on miscellaneous franks while 324,443 were sent out on the mailing lists.

Return postals requesting certain information have been sent to all persons on the department's mailing lists pertaining to labor statistics, and the work of revising these lists in accordance with the answers received has placed an immense amount of additional work on this division. This is now in a fair way toward completion, and when the changes have been made the lists will be in much better shape than heretofore. The mailing lists of the department on June 30, 1917, contained 78,928 names, as against 66,119 on June 30, 1916, an increase of 12,809, or 19 per cent.

The recommendation contained in my annual reports for 1914, 1915, and 1916 in reference to the filling of individual requests for copies of publications of the department is again called to your attention, as follows:

This office has received frequent complaints as to delay in furnishing copies of publications requested, which may be attributed to the fact that under the present system the request comes first to the bureau or office, is then transmitted to this division for record, and the frank forwarded to the Superintendent of Documents, where sometimes, because of a congestion of work, it is longer delayed. These complaints are investigated, thereby causing a great deal of correspondence. There is no way to determine whether the publications in question have been mailed by the Superintendent of Documents until his return receipts are received in this office.

It is suggested that the law be so amended that the department, through the Division of Publications and Supplies, may issue direct, in response to individual requests, copies of any of its publications, the Superintendent of Documents continuing to send the publications on regular mailing lists in his office. An additional reason for this change is that the employees of the division are thoroughly familiar with the department's publications, and therefore less liable to err in sending them out.

This office is constantly receiving telephonic and other requests from Members of Congress, representatives of foreign Governments, and others desiring publications for immediate use. If, as suggested, this office were empowered to send out copies on request, these urgent demands could be complied with and publications sent out the day requests are received.

The bill H. R. 15902, containing provisions in conformity with the above suggestions, was passed by the House of Representatives during the Sixty-third Congress and was favorably reported to the Senate, but no action was taken by that body. During the Sixty-fourth Congress a similar bill was introduced in both Houses of Congress, was favorably reported by the respective Committees on Printing, but further action was not had in either House.

The following table shows for the fiscal year 1917, and by months, the total number of publications distributed on franks and from the mailing lists, together with the number of franks handled:

Publications issued during 1917, by months.

Month.	Publications issued.			Franks handled.
	On franks.	On mail lists.	Total.	
1916.				
July.....	34,473	40,633	75,106	11,785
August.....	49,297	28,162	77,459	11,063
September.....	51,497	19,997	71,494	9,412
October.....	44,684	24,076	68,760	8,136
November.....	39,660	25,399	65,059	8,333
December.....	30,121	24,133	54,254	5,332
1917.				
January.....	41,390	19,863	61,253	9,270
February.....	35,196	13,615	48,811	9,652
March.....	72,181	31,002	103,183	19,231
April.....	65,914	23,996	89,910	15,502
May.....	54,549	40,419	94,968	10,707
June.....	44,333	33,148	77,481	10,507
Total.....	563,295	324,443	887,738	128,930

For the purpose of comparing the number of publications issued in 1917 with those of the previous year, the following table is given:

Description.	1916	1917	Per cent of increase (+) or decrease (-).
Total publications issued.....	757,224	887,738	+17
On mailing lists.....	304,206	324,443	+ 7
On franks.....	453,018	563,295	+24
Franks handled.....	153,880	128,930	-16

Every effort is made to keep the mailing lists of the department up to date and avoid duplication in the issuance of the publications of the department. During the past year 4 new mailing lists were added, making 49 lists in all.

DUPLICATING WORK.

The value of the duplicating equipment of this division to the bureaus and offices of the department is becoming more evident each year, and its field of activity is constantly being extended. The machinery for this work is kept in first-class condition and constant additions are being made to the equipment in order to keep up with the demands made upon it. For the purpose of comparing the activities in this class of work during the past year with the year 1916 the following table is shown:

Description.	1916	1917	Per cent of increase (+) or decrease (-).
Requisitions.....	992	1,024	+ 3
Impressions.....	1,398,204	1,407,708	+ 1
Sheets folded.....	590,446	583,840	- 1
Envelopes sealed.....	388,459	350,677	-10
Envelopes addressed.....	145,329	181,066	+25

EDITORIAL WORK.

During the year 20,872 folios of copy were handled, as against 19,497 in 1916, an increase of 1,375, or 7 per cent; 3,547 galley proofs, as against 2,708, an increase of 839, or 31 per cent; 13,188 page proofs, as against 11,586, an increase of 1,602, or 14 per cent. These figures do not show the number of times these galley and page proofs were handled in their course between the Government Printing Office and the bureaus and offices of the department. In addition, 288 blank forms were edited, read, and revised. An effort was made to standardize the printing of these forms, and as each is reset it is made to conform to a given style.

It is not possible, with the small force available for this class of work, to give the publications of the department the close attention they should receive and to do all the things required by law and the departmental regulations governing printing and binding. Often, in order that publications be not unduly delayed, the copy is sent to the Public Printer without more than a cursory glance by the editorial force. This lack of supervision may some time cause embarrassment through allowing publications to pass that a closer scrutiny would revise or possibly entirely reject. It has been the endeavor to have all publications conform to a uniform departmental style. All requisitions were carefully examined as to quantities ordered, quality of paper, style of binding, etc., and in all cases figured so that economy and usefulness would be best subserved.

DIGEST OF CONGRESSIONAL RECORD, ETC.

Each day during the sessions of Congress a digest of the Congressional Record is prepared by the editors of this division and a copy thereof furnished to the principal officers of the department, in accordance with section 90, act of January 12, 1895 (28 Stat. L., 623). Congressional bills, resolutions, reports, and laws are scrutinized in this division, and proper distribution of those of general public interest and of those pertaining to the administration of the department or its bureaus is made to the officers thereof.

ADVERTISING.

All authorities for advertising for the department and the bureaus and services are handled through this division, a record kept thereof the publications containing these advertisements properly checked, and the vouchers in payment therefor passed upon.

ESTIMATES FOR PRINTING AND BINDING, 1919.

Upon the request of the Secretary the head of each bureau or office has submitted an estimate of its needs for printing and binding for the fiscal year 1919. These estimates are given careful scrutiny by the division, compared with the expenditures for the previous year, and the reasons for asking for increases given due consideration. The appropriation by Congress of the full amount is requested, so that the department shall not be hampered by lack of sufficient appropriations.

The following table shows the allotments for the bureaus, offices, and services of the department for the years 1913 (Department of Commerce and Labor), 1914, 1915, 1916, 1917, and 1918, together with the amounts requested for the fiscal year 1919:

Allotments of the appropriation for printing and binding for the bureaus, offices, and services of the Department of Labor for 1913, 1914, 1915, 1916, 1917, and 1918, and the amounts requested for 1919.

Bureau, office, or service.	Allotment.						Requested for 1919.
	1913	1914	1915	1916	1917	1918	
Office of the Secretary.....		\$875	\$9,000	\$13,000	\$13,000	\$18,000	\$18,000
Bureau of Labor Statistics.....	\$35,000	\$2,500	48,000	68,000	65,000	65,000	100,000
Bureau of Immigration.....	5,500	5,100	5,500	5,500	5,500	5,500	5,500
Division of Information.....	2,550	2,300	2,500	3,500	4,500	4,500	4,500
Immigration Service.....	14,500	18,600	18,000	18,000	18,000	18,000	18,000
Children's Bureau.....	3,000	9,300	15,000	28,000	25,000	25,000	71,000
Bureau of Naturalization.....	2,200	1,400	2,000	2,000	2,000	2,000	7,000
Naturalization Service and examiners.....	14,000	13,925	15,000	17,000	17,000	17,000	24,000
Deficiency appropriations.....		\$ 30,000			\$ 15,978		
Total.....	76,750	114,000	115,000	155,000	165,978	155,000	248,000

¹ Department of Commerce and Labor. ² Act approved Apr. 6, 1914. ³ Act approved Apr. 17, 1917.

When submitting estimates for printing and binding each bureau is requested to give an estimate as to size and edition of publications it expects to print, number of volumes to be bound for library and office use, and the percentage of increase or decrease in miscellaneous job work anticipated as compared with the preceding year.

The following is gathered from the data submitted by the various bureaus and offices in response to the above request and on which their requests for increases are based:

Bureau of Labor Statistics.—The increase in the size and the number of each issue of the Monthly Review accounts for a considerable percentage of this increase. In addition to the regular reports on investigations made by the bureau, investigations as to employers' welfare work, industrial housing, and the administration of labor laws in the various States will add very materially to the expenditures of the bureau. The bureau contemplates printing not less than 35 bulletins, averaging 400 pages, the approximate cost of which will reach \$80,000.

Children's Bureau.—The increase requested is caused by the extension of the activities of the bureau. A large portion of the increase is required for printing blanks, rules, etc., for the proper administration of the Federal Child Labor Law. The bureau contemplates issuing the following bulletins: Administration of Child Labor Laws, Children's Vacation Interests, Child-Welfare Laws (digest), Juvenile Courts, The Preadolescent Girl, Child Care, School Age, Child Labor in Agriculture, Child Labor in Boston, Child Labor Legislation (revision), Physical Standards for Child Labor, Directory of Child-Welfare Agencies in the United States, Child-Welfare Laws in Europe, Child Welfare in the Gary District, Child Welfare in War Time (European countries and United States), County Unit Methods of Child-Welfare Work, Methods of Placing Out Dependent Children, State Supervision Over Dependent, Defective, and Delinquent Children, Illegitimacy Laws, Illegitimacy in Boston, Care of Illegitimate Infants in Various Cities, Infant Mortality in Baltimore, Methods of Infant-Welfare Work, Tabular Analysis of Infant-Welfare Work (revision), Industrial Accidents to Children, Maternal and Infant Welfare in Rural Communities (6 parts), Social Conditions Surrounding Mental Defectives, Mothers' Pensions (revision), Placement Agencies for Children, and Street Trades for Children.

The bureau also contemplates the reprinting of its popular pamphlets for which there is a constantly increasing demand. The estimate also provides for

the printing of its annual report and to provide for the miscellaneous printing and binding of the bureau.

Bureau of Naturalization.—The increase requested is to cover the cost of printing for the education campaign now being conducted by the bureau and the increase in activities of the Naturalization Service and examiners, which necessitates the printing of additional blanks, instructions, etc., for the bureau.

Naturalization Service and examiners.—The war conditions have caused a tremendous increase in the demand for naturalization forms, and the amount requested is necessary for the proper conduct of this work.

SUPPLIES.

The act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year 1917, approved May 10, 1916, appropriated the sum of \$36,100 for contingent expenses of the department, and in addition thereto provided that a sum not to exceed \$13,500 from the appropriation "Expenses of regulating immigration, 1917," be added to the contingent fund for the purchase, through the central purchasing office, of supplies for the Immigration Service, making a total of \$49,600 as a contingent fund for the department. The act making appropriations to supply deficiencies in appropriations for the fiscal year ended June 30, 1917, and prior years, and for other purposes, approved April 17, 1917, appropriated \$4,400 additional, making a total of \$54,000 as a contingent fund for the department.

During the past year there were filled 1,068 requisitions for supplies, calling for the placing of 1,517 orders, covering 2,586 items, the total expenditure for which was \$53,721.14. At the present time there is still available to meet outstanding liabilities a balance of \$278.86, a sufficient sum for the purpose.

The increase in the cost of all supplies purchasable, the inability of the General Supply Committee to secure satisfactory bids on a number of articles, which made it necessary to purchase a large amount of material in the open market, together with the great expense of moving the department from the Mills Building to its present quarters, made such inroads in this fund that it was impossible to secure all of the supplies needed by the department.

The demands of the War and Navy Departments being paramount to all others, the department has had to wait from 60 to 140 days for deliveries of supplies, both on purchases from the general schedule of supplies and for those purchased in the open market. In fact, some supplies were absolutely unprocurable. This adds very considerably to the work of supplying the needs of the different bureaus and services. The division also suffered from the difficulty of securing clerical help.

The records of all payments made from the contingent appropriation of the department are kept in this division and monthly statements thereof submitted to the Chief Clerk.

PURCHASE OF SUPPLIES.

I again renew the suggestion contained in my annual reports for 1914, 1915, and 1916 relative to the manner of purchasing supplies:

Purchasing from the schedules of the General Supply Committee by this department is no doubt the best and most efficient way of obtaining supplies that are common to more than one department. But it would appear that the sched-

ule now includes items not originally contemplated by law. This, however, is not exactly the fault of the General Supply Committee, for, as there is considerable doubt in the minds of purchasing officers as to the authority to buy a particular article not named in the schedule, this has led them to suggest that many items be included therein which in reality do not under the law belong there.

An amendment to the law creating the General Supply Committee showing clearly what supplies the heads of departments have a right to purchase independently of the schedule and what items should be included in the schedule, together with an amendment permitting the heads of departments to add to certain existing equipment, such as furniture and fixtures, where the interests of the Government would not be best served by buying complete new equipment, would seem to be a partial solution of the problem.

SHIPPING.

The motor truck purchased under authority contained in the legislative, executive, and judicial act for 1916, approved March 4, 1915, has been in constant use carrying the freight and mail of the department. It has been subjected to the hardest kind of use and has stood up well under the strain, but it has reached the point where it needs repairs at frequent intervals. When laid up for repairs the department is hard put to find means of handling its mail and shipping. It is suggested that the department secure permission from Congress to purchase an additional light-weight motor-propelled mail wagon.

The following table shows the number of packages, bags, boxes, etc., shipped by this department by regular mail, registered mail, or freight in the filling of requisitions for blank books, blank forms, and miscellaneous supplies for the various services:

Table showing all classes of shipments for 1914, 1915, 1916, and 1917.

	1914		1915		1916		1917	
	Num-ber.	Weight.	Num-ber.	Weight.	Num-ber.	Weight.	Num-ber.	Weight.
Regular mail:		<i>Pounds.</i>		<i>Pounds.</i>		<i>Pounds.</i>		<i>Pounds.</i>
Packages.....	23,352	23,315	122,894	52,036	64,018	59,713	74,681	95,203
Bags, boxes, and trunks..	1,036	117,774	1,209	100,034	1,003	82,007	1,279	102,555
Registered mail:								
Packages.....	4,376	23,909	4,221	22,899	4,867	22,737	5,149	27,115
Boxes.....	117	16,598	115	17,562	60	9,048	61	10,871
Freight:								
Boxes.....	393	63,593	207	38,565	550	61,461	904	123,786
Total.....	29,274	245,189	128,646	231,096	70,498	234,966	82,074	359,530

A perusal of the above table shows that there were shipped from this division 82,074 packages and parcels, with an aggregate weight of 359,530 pounds. There were received 19,560 packages, with a weight of 332,168 pounds, making an aggregate of 101,634 packages, with a total weight of 691,698 pounds handled, or approximately 57,000 pounds per month.

SHIPMENT BY MAIL.

The order of the Postmaster General dated August 18, 1916, relative to the shipment of parcels by mail has placed a great amount of additional work on the shipping room, besides causing a heavy drain on the contingent fund for express and freight charges on packages heretofore sent by mail.

ALLOTMENT FOR CONTINGENT EXPENSES OF THE DIVISION, 1919.

It is estimated that this division will require \$9,000 for contingent expenses for the fiscal year 1919 (except heat, light, and power). This includes expenditures for envelopes, advertising, operation of duplicating equipment, care and operation of addressing, folding, and envelope-sealing machines for use in the distribution of department circulars, decisions, rules, regulations, notices, etc., together with the mailing lists thereof, and records of the mailing lists of the publications of the department issued through the office of the Superintendent of Documents. This sum includes \$4,000 estimated to purchase distinctive safety paper on which to print certificates of naturalization.

The increasing difficulty in securing supplies for the needs of the division and their increased cost makes necessary this increase in the contingent fund. The most rigid economy will be necessary in order to keep the expenditures within this sum.

PROPOSED PERSONNEL.

I submit the following as the proposed personnel of the division for the year 1919:

1 Chief of Division of Publications and Supplies.....	\$2, 500
1 assistant chief of division (submitted).....	2, 100
2 clerks of class 4.....	3, 600
3 clerks of class 3 (addition of 1 submitted).....	4, 800
2 clerks of class 2.....	2, 800
5 clerks of class 1 (addition of 2 submitted).....	6, 000
3 clerks at \$1,000 each (addition of 1 submitted).....	3, 000
2 clerks at \$900 each (addition of 1 submitted).....	1, 800
3 assistant messengers at \$720 each.....	2, 160
2 laborers at \$660 each (addition of 1 submitted).....	1, 320
2 messenger boys at \$480 each (addition of 1 submitted).....	960

26

31, 040

There are at present on the rolls of this division 1 chief of division, 11 clerks, 3 assistant messengers, 1 laborer, and 1 messenger boy. In addition there are 2 clerks at \$1,200 detailed from the Bureau of Naturalization, 1 clerk at \$1,400, 1 clerk at \$1,200, and 1 clerk at \$1,000 from the Children's Bureau, 1 clerk at \$900 detailed from the Bureau of Immigration, and 1 mail messenger at \$720 and 1 laborer at \$660 detailed from the Chief Clerk's office. The new places requested will permit the return of these detailed employees by this division. From time to time during the year one or more clerks were detailed temporarily to this division from the different bureaus to assist in emergency work.

RECOMMENDATIONS.

I renew the recommendation made in my annual report for 1916, as follows:

An assistant chief of division is requested, with a salary of \$2,100, the clerk now performing the duties of that position possessing peculiar qualifications for the place and shows a proper knowledge and zeal in handling the work, and should receive that salary in order to retain his services in the division. I request one additional position at \$1,600, to be filled by the clerk now termed

"Requisition clerk for printing and binding," which position demands a technical knowledge of printing and binding, and the occupant thereof must also qualify in bookkeeping. The salary paid for this position is much lower than that paid in other departments for the same grade of work.

An additional clerk at \$1,000 and one at \$900 are requested to perform minor clerical work now being done by higher class clerks, whose time should be employed exclusively on more important work. An additional messenger boy is requested so as to enable the department to institute a messenger service between the department and the Government Printing Office.

CONCLUSION.

During the year the division performed its functions with as little overtime as possible. The additional work placed upon the division by its increased activities and the moving to its new quarters necessitated the working of 210 hours of overtime work.

It is hoped that the department will approve the herein-contained estimates for additional positions, so that the division may be able to hold its employees and pay them salaries in keeping with the services they perform. I commend to your notice the faithfulness of the employees of the division, who, no matter when called, have promptly responded for overtime work or any extra effort that such work might entail.

Respectfully,

S. J. GOMPERS,
Chief of Division.

Hon. W. B. WILSON,
Secretary of Labor.

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